

Senators Vote U.S. Pay Rise Debate Sharp On Free Hand For President

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The Senate cleared a \$2.2 billion federal civilian-military pay raise last night despite bitter objections that it is a permanent blank check for the President to set salaries of 4.3 million civil service and military people.

After the unexpectedly tough debate, the administration-backed bill was cleared in a close 40-to-35 vote. In the House, leaders have promised quick action on the bill, which is racing against a Jan. 3 congressional adjournment deadline.

Sen. John Stennis (D-Miss.) was one of the members who hit at the bill, which he said would cut Congress out of the business of setting federal-military pay. It provides for semiautomatic pay-fixing machinery that would be controlled by the executive branch of government.

This bill is expected to result in a pay raise of about 6 per cent for all white-collar federal workers, and comparable increases for military people. About 300,000 in this area would get the January raises.

While pay-fixing from 1972 onward would be based on private industry data gathered by the Labor Department, Mr. Nixon has wide latitude to set the 1971 amount. He could recommend any percentage increase up to 6 per cent, subject to a veto by Congress.

It will be several weeks before the 1971 raise is announced.

The legislation by Rep. Morris K. Udall (D-Ariz.) is a revamped version of an administration bill aimed at taking Congress out of the pay-setting procedure. Congress has been setting federal salaries since the birth of the bureaucracy, and many members last night seemed reluctant to let go of the purse-strings. On the roll call, 13 of the first 14 votes went against the bill.

While federal salaries are supposed to be linked to comparable industry wages, past pay disputes have been bogged down in political battles, and the legislative process has taken so long that most raises were out-of-date when finally approved.

Although Mr. Nixon is certain to sign this pay raise bill, he is expected to veto a somewhat similar pay raise-reform package for the 800,000 blue-collar employees cleared earlier by Congress. The administration warned that the bill makes unnecessary changes in local prevailing rate pay systems, and said its cost would require the Defense Department to lay off an additional 17,000 workers next year.

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Senator, as a citizen of this country, and as a father of small children, I think that the Senate and the country owe a great debt to the distinguished Senator from Utah, and that generations of young people for many years to come will be well served by the excellent efforts which he has put forth, here in the Senate, in trying to do something to curb cigarette smoking, which is indeed, as the Senate has acknowledged by its votes today, harmful to health.

I hope, Mr. President, that his efforts will be successful in the conference, because I think the work he has done is most admirable.

EXECUTIVE SESSION

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Senate go into executive business to consider two nominations now at the desk, which were reported earlier today, and have been cleared.

The PRESIDING OFFICER. Without objection, it is so ordered.

DEPARTMENT OF STATE

The assistant legislative clerk read the nomination of Michael Collins, of Texas, to be an Assistant Secretary of State.

The PRESIDING OFFICER. Without objection, the nomination is confirmed.

AMBASSADOR TO THE MALAGASY REPUBLIC

The assistant legislative clerk read the nomination of Anthony D. Marshall, of New York, to be Ambassador Extraordinary and Plenipotentiary of the United States of America to the Malagasy Republic.

The PRESIDING OFFICER. Without objection, the nomination is confirmed.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the President be immediately notified of the confirmation of these nominations.

The PRESIDING OFFICER. Without objection, it is so ordered.

LEGISLATIVE SESSION

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Senate resume the consideration of legislative business.

The PRESIDING OFFICER. Without objection, it is so ordered.

FEDERAL SALARY ACT OF 1969

Mr. MANSFIELD. Mr. President, if I may have the attention of all Senators, I am about to bring up what will perhaps be the last legislative act of the Senate, apart from appropriation bills, at this time.

Mr. President, I ask unanimous consent that the Senate proceed to the consideration of Calendar No. 577, H.R. 13000, and that it be laid down and made the pending business.

The PRESIDING OFFICER. The bill will be stated by title.

The ASSISTANT LEGISLATIVE CLERK. H.R. 13000 to implement the Federal Employee Pay Comparability System, to establish a Federal Employee Salary Commission and a Board of Arbitration, and for other purposes.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

There being no objection, the Senate

proceeded to consider the bill which had been reported from the Committee on Post Office and Civil Service with an amendment, to strike out all after the enacting clause and insert:

That this Act may be cited as the "Federal Salary Act of 1969".

Sec. 2. (a) The General Schedule contained in section 5332(a) of title 5, United States Code, is amended to read as follows:

"GENERAL SCHEDULE

"Grade	Annual rates and steps									
	1	2	3	4	5	6	7	8	9	10
"GS-1	\$4,045	\$4,180	\$4,315	\$4,450	\$4,585	\$4,720	\$4,855	\$4,990	\$5,125	\$5,260
GS-2	4,534	4,685	4,836	4,987	5,138	5,289	5,440	5,591	5,742	5,893
GS-3	5,115	5,285	5,455	5,625	5,795	5,965	6,135	6,305	6,475	6,645
GS-4	5,744	5,935	6,126	6,317	6,508	6,699	6,899	7,081	7,272	7,463
GS-5	6,424	6,638	6,852	7,066	7,280	7,494	7,708	7,922	8,136	8,350
GS-6	7,155	7,394	7,633	7,872	8,111	8,350	8,588	8,828	9,067	9,306
GS-7	7,945	8,201	8,475	8,740	9,005	9,270	9,535	9,800	10,065	10,330
GS-8	8,788	9,081	9,374	9,667	9,960	10,253	10,546	10,839	11,132	11,425
GS-9	9,694	10,017	10,340	10,663	10,985	11,309	11,631	11,955	12,278	12,601
GS-10	10,560	10,912	11,264	11,616	11,968	12,320	12,672	13,024	13,376	13,723
GS-11	11,568	11,954	12,340	12,726	13,112	13,498	13,884	14,270	14,656	15,042
GS-12	13,789	14,249	14,709	15,169	15,629	16,089	16,549	17,008	17,468	17,929
GS-13	16,127	16,665	17,203	17,741	18,289	18,817	19,355	19,893	20,431	20,969
GS-14	18,903	19,533	20,163	20,793	21,423	22,053	22,683	23,313	23,943	24,573
GS-15	21,805	22,532	23,259	23,986	24,713	25,440	26,167	26,894	27,621	28,348
GS-16	25,044	25,879	26,714	27,549	28,384	29,219	30,054	30,889	31,724	31,724
GS-17	28,976	29,942	30,908	31,874	32,840					
GS-18	33,495									

(b) Except as provided in section 5303 of title 5, United States Code, the rates of basic pay of officers and employees to whom the General Schedule set forth in the amendment made by subsection (a) of this section applies shall be initially adjusted, as of the effective date of this section, as follows:

(1) If the officer or employee is receiving basic pay immediately prior to the effective date of this section at one of the rates of a grade in the General Schedule, he shall receive a rate of basic pay at the corresponding rate in effect on and after such date.

(2) If the officer or employee is receiving basic pay immediately prior to the effective date of this section at a rate between two rates of a grade in the General Schedule, he shall receive a rate of basic pay at the higher of the two corresponding rates in effect on and after such date.

(3) If the officer or employee is receiving basic pay immediately prior to the effective date of this section at a rate in excess of the maximum rate for his grade, he shall receive his existing rate of basic pay increased by the amount of increase made by this section in the maximum rate for his grade.

(4) If the officer or employee, immediately prior to the effective date of this section, is receiving, pursuant to section 2(b)(4) of the Federal Employees Salary Increase Act of 1955, an existing aggregate rate of pay determined under section 208(b) of the Act of September 1, 1954 (68 Stat. 1111), plus sub-

sequent increases authorized by law, he shall receive an aggregate rate of pay equal to the sum of his existing aggregate rate of pay on the day preceding the effective date of this section, plus the amount of increase made by this section in the maximum rate of his grade, until (A) he leaves his position, or (B) he is entitled to receive aggregate pay at a higher rate by reason of the operation of this Act or any other provision of law. When such position becomes vacant, the aggregate rate of pay of any subsequent appointee thereto shall be fixed in accordance with applicable provisions of law. Subject to clauses (A) and (B) of the immediately preceding sentence of this subparagraph, the amount of the increase provided by this section shall be held and considered for the purposes of section 208(b) of the Act of September 1, 1954, to constitute a part of the existing rate of pay of the employee.

Sec. 3. (a) Section 3542(a) of title 39, United States Code, is amended to read as follows:

(a) There is established a basic compensation schedule for positions in the postal field service which shall be known as the Postal Field Service Schedule and for which the symbol shall be 'PFS'. Except as provided in sections 3543 and 3544 of this title, basic compensation shall be paid to all employees in accordance with such schedule.

"POSTAL FIELD SERVICE SCHEDULE

"PFS	1	2	3	4	5	6	7	8	9	10	11	12
1	\$4,703	\$4,860	\$5,017	\$5,174	\$5,331	\$5,488	\$5,645	\$5,802	\$5,959	\$6,116	\$6,273	\$6,430
2	5,084	5,254	5,424	5,594	5,764	5,934	6,104	6,274	6,444	6,614	6,784	6,954
3	5,498	5,681	5,864	6,047	6,230	6,413	6,596	6,779	6,962	7,145	7,328	7,511
4	5,943	6,141	6,339	6,537	6,735	6,933	7,131	7,329	7,527	7,725	7,923	8,121
5	6,424	6,638	6,852	7,066	7,280	7,494	7,708	7,922	8,136	8,350	8,564	8,778
6	6,942	7,174	7,406	7,638	7,870	8,102	8,334	8,566	8,798	9,030	9,262	9,494
7	7,504	7,755	8,006	8,257	8,508	8,759	9,010	9,261	9,512	9,763	10,014	10,265
8	8,117	8,387	8,657	8,927	9,197	9,467	9,737	10,007	10,277	10,547	10,817	
9	8,773	9,065	9,357	9,649	9,941	10,233	10,524	10,817	11,109	11,401		
10	9,466	9,781	10,096	10,411	10,726	11,041	11,356	11,671	11,985	12,301		
11	10,414	10,761	11,108	11,455	11,802	12,149	12,496	12,843	13,190	13,537		
12	11,568	11,954	12,340	12,726	13,498	13,884	14,270	14,656	15,042			
13	12,856	13,284	13,712	14,140	14,568	14,996	15,424	15,852	16,281	16,708		
14	14,279	14,755	15,231	15,707	16,183	16,659	17,135	17,611	18,087	18,563		
15	15,714	16,237	16,760	17,283	17,806	18,329	18,852	19,375	19,898	20,421		
16	17,459	18,040	18,621	19,202	19,783	20,364	20,945	21,526	22,107	22,688		
17	19,391	20,036	20,685	21,332	21,979	22,626	23,273	23,920	24,567	25,214		
18	21,333	22,044	22,755	23,466	24,177	24,888	25,593	26,310	27,021	27,732		
19	23,467	24,249	25,031	25,813	26,595	27,377	28,156	28,941	29,723	30,505		
20	26,071	26,940	27,809	28,678	29,547	30,416	31,285	32,154				
21	28,976	29,942	30,908	31,874	32,840							

(b) Section 3, 3(a) of title 38, United States Code, is amended to read as follows:

"(a) There is established a basic compensation schedule which shall be known

as the Rural Carrier Schedule and for which the symbol shall be 'RCS'. Compensation shall be paid to rural carriers in accordance with such schedule.

(c) Foreign Service officers, Reserve officers, and Foreign Service staff officers and employees who are entitled to receive basic compensation immediately prior to the effective date of this section at one of the rates provided by section 412 or 415 of such Act shall receive basic compensation, on and after such effective date, at the rate of their class determined to be appropriate by the Secretary of State.

Sec. 6. The rates of pay of persons employed by the county committees established pursuant to section 8(b) of the Soil Conservation and Domestic Allotment Act (16 U.S.C. 590h(b)) shall be increased by amounts equal, as nearly as may be practicable, to the increases provided by section 2(a) of this Act for corresponding rates of basic pay.

Sec. 7. (a) The rates of basic pay of assistant United States attorneys whose annual salaries are fixed pursuant to section 548 of title 28, United States Code, shall be increased by amounts equal, as nearly as may be practicable, to the increases provided by section 2(a) of this Act for corresponding rates of basic pay.

(b) Notwithstanding section 3679 of the Revised Statutes, as amended (31 U.S.C. 665), the rates of pay of officers and employees of the Federal Government and of the municipal government of the District of Columbia whose rates of pay are fixed by administrative action pursuant to law and are not otherwise increased by this Act are hereby authorized to be increased, effective on the effective date of section 2 of this Act, by amounts not to exceed the increases provided by this Act for corresponding rates of pay in the appropriate schedule or scale of pay.

(c) Nothing contained in this section shall be held or considered to authorize any increase in the rates of pay of officers and employees whose rates of pay are fixed and adjusted from time to time as nearly as is consistent with the public interest in accordance with prevailing rates or practices.

(d) Nothing contained in this section shall affect the authority contained in any law pursuant to which rates of pay may be fixed by administrative action.

Sec. 8. (a) The rates of basic compensation of officers and employees in or under the judicial branch of the Government whose rates of compensation are fixed by or pursuant to paragraph (2) of subdivision A of section 62 of the Bankruptcy Act (11 U.S.C. 102(a)(2)), section 3656 of title 18, United States Code, the third sentence of section 603, section 625(c), sections 671 through 675, and section 604(a)(5) of title 28, United States Code, insofar as the latter section applies to graded positions, are hereby increased by amount reflecting the respective applicable increases provided by section 2(a) of this Act in corresponding rates of compensation for officers and employees subject to section 5332 of title 5, United States Code. The rates of basic compensation of officers and employees holding ungraded positions and whose salaries are fixed pursuant to such section 604(a)(5) may be increased by the amounts reflecting the respective applicable increases provided by section 2(a) of this Act in corresponding rates of compensation for officers and employees subject to section 5332 of title 5, United States Code.

(b) The limitations provided by applicable law on the effective date of this section with respect to the aggregate salaries payable to secretaries and law clerks of circuit and district judges are hereby increased by amounts which reflect the respective applicable increases provided by section 2(a) of this Act in corresponding rates of compensation for officers and employees subject to section 5332 of title 5, United States Code.

(c) Section 753(e) of title 28, United States Code (relating to the compensation of court reporters for district courts), is amended by striking out the existing salary

"RURAL CARRIER SCHEDULE

"Per annum rates and steps

	1	2	3	4	5	6	7	8	9	10	11	12
Fixed compensation	\$ 14	\$3,068	\$3,222	\$3,376	\$3,350	\$3,684	\$3,838	\$3,992	\$4,146	\$4,300	\$4,454	\$4,608
For each mile up to 30 miles of route	17	109	111	113	115	117	119	121	123	125	127	129
For each mile of route over 30	25	25	25	25	25	25	25	25	25	25	25	25

(a) The basic compensation of each officer and employee subject to the Postal Field Service Schedule or the Rural Carrier Schedule immediately prior to the effective date of this section shall be determined as follows:

(1) Each officer and employee subject to the Postal Field Service Schedule shall be assigned to the same numerical step for his position which he has attained immediately prior to such effective date.

(2) Each officer and employee subject to the Rural Carrier Schedule shall be assigned to the same numerical step for his position which he had attained immediately prior to such effective date.

(3) If changes in levels or steps would otherwise occur on such effective date without regard to enactment of this Act, such changes shall be deemed to have occurred prior to conversion.

(4) If the officer or employee is receiving basic compensation immediately prior to such effective date at a rate between two steps of a grade in either such schedule, whichever is applicable, he shall receive a rate of basic compensation at the higher of the two corresponding steps in effect on and after such date.

(5) If the officer or employee is receiving basic compensation immediately prior to such effective date at a rate in excess of the maximum rate for his grade, he shall receive his existing rate of basic compensation increased by the amount of increase made by this section in the maximum rate for his grade.

Sec. 4. Section 4107 (a) and (b)(1) of title 38, United States Code, relating to grades and pay scales for certain positions within the Department of Medicine, and Surgery of the Veterans' Administration, is amended to read as follows:

"§ 4107. Grades and pay scale

(a) The per annum full-pay scale or ranges for positions provided in section 4103 of this title, other than Chief Medical Director, Deputy Chief Medical Director, and Associate Deputy Chief Medical Director, shall be as follows:

Class 1	\$31,705	\$32,762	\$33,495								
Class 2	14,867	25,696	26,525	\$27,354	\$28,183	\$29,012	\$29,841				
Class 3	20,099	20,769	21,439	22,109	22,779	23,449	24,119				
Class 4	16,127	16,665	17,203	17,741	18,279	18,817	19,355				
Class 5	15,233	15,674	14,115	14,556	14,997	14,438	15,879				
Class 6	10,928	11,292	11,658	12,020	12,384	12,748	13,112				
Class 7	9,272	9,581	9,890	10,199	10,508	10,817	11,126				
Class 8	7,945	8,210	8,475	8,740	9,005	9,270	9,535				

(b) The second sentence of subsection (a) of section 415 of such Act (22 U.S.C. 870(a)) is amended to read as follows: "The per an-

num salaries of such staff officers and employees within each class shall be as follows:

Class 1	\$20,199	\$20,769	\$21,438	\$22,109	\$22,779	\$23,449	\$24,119	\$24,789	\$25,459	\$26,129	
Class 2	16,127	16,665	17,203	17,741	18,279	18,817	19,355	19,893	20,431	20,969	
Class 3	13,233	13,674	14,115	14,556	14,997	15,438	15,879	16,320	16,761	17,202	
Class 4	10,928	11,292	11,658	12,020	12,384	12,748	13,112	13,476	13,840	14,234	
Class 5	9,272	10,227	10,557	10,887	11,217	11,547	11,887	12,207	12,537	12,867	
Class 6	8,166	9,172	9,468	9,764	10,060	10,356	10,652	10,948	11,244	11,540	
Class 7	7,945	8,227	8,492	8,757	9,022	9,287	9,552	9,817	10,082	10,317	
Class 8	7,133	7,378	7,616	7,854	8,092	8,330	8,568	8,806	9,044	9,282	
Class 9	6,155	6,618	6,831	7,044	7,257	7,470	7,683	7,896	8,109	8,322	
Class 10	5,935	6,126	6,317	6,508	6,699	6,890	7,081	7,272	7,463		

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limitation contained therein and inserting a new limitation which reflects the respective applicable increases provided by section 2 (a) of this Act in corresponding rates of compensation for officers and employees subject to section 5302 of title 5, United States Code.

SEC. 9. Section 5302 of title 5, United States Code, is amended—

(1) by striking out the word "and" after the semicolon in paragraph (1);

(2) by striking out paragraph (2) and inserting in lieu thereof the following new paragraphs:

"(2) appoint 4 representatives of organizations of employees of the Government of the United States, including 2 representatives of organizations of employees in the postal field service of the Post Office Department, to participate directly in all phases of evaluating data relating to pay comparability, and in the preparation and presentation of the report to the President; and

"(3) present each year to the Congress a report on the comparison of Federal pay to private enterprise pay, and shall include in his report his recommendations for changes in the rates of pay or changes in salary structure, alignment, or other characteristics of Federal pay as he deems to be in compliance with the provisions of section 5301 of this title."

SEC. 10. (a) In order to carry out the policy set forth in paragraph (2) of section 5301 of title 5, United States Code, the President shall, effective on the first day of the first pay period beginning on or after July 1, 1970, adjust the current rates of basic pay, basic compensation, or salary which were adjusted by the President under section 212(2) of the Federal Salary Act of 1967 (81 Stat. 634) by amounts equal, as nearly as may be practicable, to—

(1) the amounts by which such rates are exceeded by rates of pay paid for the same levels of work in private enterprise as determined on the basis of the 1969 annual survey conducted by the Bureau of Labor Statistics in accordance with the provisions of section 5302 of title 5, United States Code, as amended by section 9 of this Act; or

(2) 3 percent;

whichever is greater.

Adjustments made by the President under this section shall have the force and effect of law.

(b) The rates of pay of personnel subject to sections 210, 213 (except subsections (d) and (e), and 214 of the Federal Salary Act of 1967, and any minimum or maximum rate, limitation, or allowance applicable to any such personnel, shall be adjusted, effective on the first day of the first pay period beginning on or after July 1, 1970, by amounts which are equal, insofar as practicable and with such exceptions as may be necessary to provide for appropriate relationships between positions to the amounts of the adjustments made by the President under subsection (a) of this section, by the following authorities—

(1) the President pro tempore of the Senate, with respect to the United States Senate;

(2) the Speaker of the House of Representatives, with respect to the United States House of Representatives;

(3) the Architect of the Capitol, with respect to the Office of the Architect of the Capitol;

(4) the Director of the Administrative Office of the United States Courts, with respect to the judicial branch of the Government; and

(5) the Secretary of Agriculture, with respect to persons employed by the county committees established pursuant to section 8(b) of the Soil Conservation and Domestic Allotment Act (16 U.S.C. 590h(b)).

Such adjustments shall be made in such manner as the appropriate authority con-

cerned deems advisable and shall have the force and effect of law.

(c) The adjustments made by the President under this section shall have the force and effect of law and shall be printed (1) in the Statutes at Large in the same volume as public laws and (2) in the Federal Register and included in the Code of Federal Regulations.

(d) An increase in pay which becomes effective under this section is not an equivalent increase in pay within the meaning of section 5335 of title 5, United States Code, or section 3552 of title 39, United States Code.

(e) The rates of basic pay for employees paid under the statutory pay systems referred to in subsection (a) shall be initially adjusted, as of the effective date of the adjustment, under conversion rules prescribed by the President or by such agency as the President may designate.

(f) Nothing in this section shall impair any authority pursuant to which rates of pay may be fixed by administrative action.

(g) Any officer or employee of the Government receiving pay, compensation, or salary which is equal to, or less than, the salary rate for level V of the Executive Schedule in section 5316 of title 5, United States Code, in effect on the date of enactment of this Act, shall not have his pay, compensation, or salary increased, by reason of the enactment of this section, to a rate in excess of the salary rate for such level V.

SEC. 11. (a) This section, the first section, and sections 9 and 10 of this Act shall become effective upon the date of enactment.

(b) Sections 2, 3, 4, 5, 6, 7, and 8 of this Act shall become effective on the first day of the first pay period which begins on or after January 1, 1970.

Mr. MANSFIELD. Mr. President, this bill has been cleared all the way around, so far as I know.

Mr. ELLENDER. Mr. President, may we find who the employees are who are covered by this bill?

Mr. McGEE. Mr. President, the bill represents a kind of hard rock, common denominator, or compromise, which we have worked out with the administration, with the House, and with our colleagues in this body on both sides of the aisle.

It would apply to most employees, both classified and postal employees. The legislation that came from the House applied primarily as a pay increase to postal employees. The committee has sometimes been caught where the postal employees get an increase, and then the classified employees demand the same, or the classified employees get an increase, and then the postal employees demand the same.

Our committee felt it was better under the comparability law to get them on an even keel and treat them generally the same.

The bill, as it came from the House, would have paid the postal employees an increase of 5.4 percent retroactive to October 1. The committee bill would give all employees, both the classified and postal, at the level of GS-9 or PFS-10, a 4-percent adjustment, effective January 1. This will be graduated to a lower percentage at each \$5,000 interval; that is, from \$10,000 to \$15,000, 3 percent; from \$15,000 to \$20,000, 2 percent; and grade 15 would receive 1 percent. The supergrades would receive none.

The effort to arrive at this figure was influenced heavily by the President's in-

terest in holding down a very large jump at this time that might contribute adversely to some of the inflationary forces in this country.

I repeat: this was negotiated with great care, all around, and at both ends of Pennsylvania Avenue.

The measure further includes what was already a part of the comparability mechanism, and that is the comparability adjustment for Federal workers in the drive to bring the Federal scale into a relatively comparable position with the private sector. That adjustment, under the proposal, would occur on July 1, 1970.

What that means is this: The Bureau of Labor Statistics has just given us a reading, this week, reminding us that the adjustment in the private sector between 1968 and 1969 has been an increase of 5.8 percent.

In view of the fact that we are already 18 months behind that figure, it seemed to the committee rather more going from here? That is the reason for the 4-percent figure, as a holding action, on January 1, and the adjustment on July 1 would be comparability.

Stricken from the bill was a complex mechanism for arriving at new salary setting an agreement on it. So again, I would, say this is a "bare-bones" bill.

The bill is calculated to cost \$300 million-plus in fiscal 1970, this current fiscal year. The July 1 adjustment would fall into the following fiscal year.

Mr. President, H.R. 13000 is a bill to increase the salaries of Federal employees. Undoubtedly the Senate is very well aware of the controversy and complexity of the salary legislation during this session of Congress. The Post Office and Civil Service Committee in both the House and Senate have been holding hearings on pay legislation and postal modernization since Congress convened last January. After lengthy consideration, the House passed H.R. 13000 in mid-October. Since that time our committee has been deeply involved in an attempt to develop a pay bill which would resolve the pressing need of salary increases for Federal employees and also go as far as possible toward satisfying the requirements of the present administration, as well as the Congress, to hold the line on spending. The committee recommends a complete substitute for the House bill.

As passed by the House, this bill would do the following things: First of all, it provided a two-step promotion for all employees in the postal field service up through grade 11. That covers roughly 98 percent of the total postal work force. The increase amounted to 5.4 percent and would have cost about \$300 million in the fiscal year 1970. Second, it established a permanent Federal Employee Salary Commission including seven members, four officers of the executive branch of the Government, and three representatives of employee unions. This Commission would decide what Federal pay would be on the basis of comparability with private enterprise. If they could not reach an agreement, a board of arbitration would make the final decision. Their first action would be taken early next year and would be made effective on

January 1, 1970. An amendment to the bill which was adopted on the floor of the House of Representatives required that the final decision be submitted to the Congress for affirmative action. And finally, the bill made changes in regard to pay benefits for certain employees who work at remote work sites or who are employed in floating plant operations.

A permanent provision for a salary commission is certainly deserving of very careful consideration. To eliminate annual enactment of pay legislation in my opinion, is a desirable goal. However, to create a commission which can recommend salary rates and thus increase the Federal payroll substantially without providing any authority for the President of the United States or the Congress to exercise controls, to say the least, is an unusual approach. Certainly Federal employees must play a larger role in the determination of pay than they have heretofore. I say this because I am confident that the Post Office and Civil Service Committee will give further consideration to some proposal along this line. In place of the House bill, we recommend an across-the-board increase for the classified and postal employees of the Federal Government of 4 percent for most employees and then graduated downward in the higher paying grades to 1 percent at the GS-15 level, and no increase at all above that level. My nickname for this principle is "bare bones." I am convinced, and I believe that my colleagues on the Post Office and Civil Service Committee, including the distinguished, hard-working, and most cooperative ranking Republican member, Senator FONG, agree with me that Federal salaries, particularly in the lower levels, are in bad need of adjustment upward.

The salaries we are paying our employees today are based on comparability with private enterprise as of July 1968. Since that time the Consumer Price Index has risen by 7.4 percent, and salaries in the private sector of the economy have risen 5.8 percent. We cannot be fair to our employees and delay pay legislation any longer. At the same time, the committee has done everything it can to conform to the needs for fiscal restraint at this time. I might add that the Senate committee has shown prudence in the enactment of every pay bill that we have passed since the enactment of the salary reform bill back in 1962. Our record for treating employees fairly is matched by our record of holding the line on spending. We shall continue to do so.

The committee also recommends that rather than coming back in January and starting to work on another pay bill, the law be changed to authorize the President to adjust salaries next July on the basis of comparability as then known with private enterprise. In evaluating the data study for setting salary rates, we recommend that employees be given the right of representation in these deliberations. This would be accomplished by authorizing the President to designate employee union representatives to sit in on and directly participate in the preparation of the comparability report. They would not be appointed as employees;

they would merely serve temporarily as advisers. We do recommend a 3-percent minimum for the July 1970 adjustment.

That is all our bill does and that is why we call it "bare bones." I am personally inclined to think that this legislation is as "veto proof" as we could possibly make any bill that deals fairly with our 3 million civilian employees in this Government. Let me cite just a couple of examples. I know that many employees are disappointed that we cannot do more at this time, but our aim has been, from the very beginning, to get a pay raise enacted, not to make a grandstand play on fourth down just to make noise while adding nothing to the paycheck. Instead of granting the two-step increase for some postal employees which would have increased the payroll by \$300 million, we have given an across-the-board increase in the statutory rates applicable to all of the employees in the first nine grades of the general schedule of the Classification Act, and the first 10 grades of the postal salary schedule. The effect of that change is that, in the first place, it does not discriminate unfairly against classified employees who were left completely out of the House bill, and it does not artificially inflate the payroll at a high cost and with no regard for future pay adjustments. Our recommendation truly conforms to the principles of comparability by increasing pay schedules for the various kinds of jobs, rather than simply increasing the pay of employees on the payroll at the time the two-step increase is granted. This two-step jump for postal employees has been a critical point in our consideration of this legislation.

In fairness to postal employees, I must say that I personally believe salary comparability for postal employees has not been achieved and it will not be achieved until the criteria for private enterprise job comparisons are changed from the comparisons that are used today. It may be that we need a whole new look at postal pay and levels of jobs. It may be that postal letter carriers and clerks should be elevated to higher levels of pay or that the relationship between the postal field service levels and the grades of the classification act be eliminated entirely.

The committee, in its deliberation on careful attention to this problem. However, you do not solve the problem of proper classification and comparability by giving a two-step jump to employees on the payroll last October 1. That approach is not new; a one-step jump was included in the 1962 Salary Act. A notable result of that was a special pay raise for some employees, dissension and bitterness between employees who got the raise and those who did not, and a permanent increase in the cost of Government by several hundred million dollars without any regard to salary comparability.

If we are going to increase postal salaries in order to fulfill the policy of comparability, and to recruit and retain the best people available in the labor market, I think we should face the problem squarely and consider a bill that does just that. I do not think it is wise to attempt to placate the wishes of one or two groups of employees for a one-shot,

under-the-table, unaccounted-for pay raise. There are better and more straightforward means of solving the problem.

Another feature of our approach is that by enacting a 4-percent pay increase in the statutory schedules, next January, we will have narrowed the gap between Federal pay today and private enterprise pay last July. That "narrowing" will again be recognized next July, when the Presidential adjustments in pay reflect comparability increases over the rates of pay established January 1 rather than the rates of pay established last July 1, 1969.

The effect of this adjustment in January will be that the very serious and severely criticized problem of the time lag between the comparability survey and the effective date of salary adjustments will in part be solved. We now know, in December 1969, that employees in private industry were making nearly 6 percent more last July than they were July a year ago. By taking that difference into account in changing the pay schedule, we are in effect cutting the time lag very substantially for all employees in all agencies of the Government. Much testimony has been presented to our committee suggesting the great need for catching up with comparability. It is significant, therefore, that we have in this bill eliminated some of that delay; and not for just some employees, but for most.

Some administration critics have expressed reservations about guaranteeing 3 percent next July. Their argument is that if comparability shows only a need for a 2-percent increase, only 2 percent should be given. The weakness in that argument is that the comparability survey, which will result in the President's decision next July, is based on June 1969. By establishing a basic 3-percent raise, we will again narrow the gap between Federal pay and private industry pay as those rates exist next July. To those who claim that next July's adjustment for postal workers should be only the difference between 4 percent and the suggested 5.8 percent comparability figure for July 1969, recently released by the Bureau of Labor Statistics, I suggest that it is unrealistic and unfair to propose a 1.8 percent salary increase for some 700,000 postal workers next summer.

Finally, the facts are that the Government's efforts, both in this Chamber and in the White House, to control inflation, to reduce the cost of money and to bring prices down have the greatest impact upon the average American who earns less than \$10,000 a year and who suffers the most in a period of inflation. I just never have understood the economic sense of controlling inflation by denying the postal and classified workers a pay increase and making money virtually unavailable for them to borrow. Wages in private enterprise have gone up nearly 6 percent, as evidenced by our Bureau of Labor Statistics' evidence. Those cold Consumer Price Index has gone up 7½ percent, according to the same Bureau of Labor Statistics' evidence. Those cold realities compel the Congress to act for the people who need a pay raise the most.

Our recommendation departs temporarily from the principle of compara-

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bility in that the percentage increase is inverted. In the grades of pay where disparity between the Government and private enterprise is the greatest is where, in this bill, we give the least. Our answer to those deserving employees who are called upon to sacrifice comparability in the higher grades is that just 6 months later, the pay adjustment will reflect private enterprise rates for all grades through GS-15. To those employees in grades above GS-15 who receive no January increase, our view is simple. These salary rates begin at \$23,000 a year and the crunch of inflation is not so severe. Employees of the Congress are also overlooked, but our employees received a 10-percent pay increase last July and most employees on Capitol Hill can receive pay increases without the necessity for having a law enacting it, and that is not true of a postal worker or a lawyer in the executive branch.

The estimated cost resulting from the enactment of H.R. 13000 will be \$363.5 million in fiscal year 1970—that is, from January through June. Beginning in fiscal year 1971, including the increases to become effective by Executive order July 1, 1970, the additional cost will be \$1,433,-500,000. Under the provisions of Public Law 90-207, there will be a comparable increase in the salaries of members of the Armed Forces equal to the average percentage increase in the general schedule of the Classification Act. It is my understanding that the additional cost for military salaries beginning in fiscal year 1971, will be \$1,367,000. Thus the total cost of the bill when fully effective, military and civilian, will be \$2,800,500,000—roughly \$2.8 billion.

The cost of the committee bill is substantially less than the cost of the bill recommended by the House of Representatives. The House bill, when fully effective, would have resulted in an increase of \$4 billion, \$351 million in the Federal civilian and military payroll; so the Senate committee bill is almost half the cost of the House bill.

Time is of the essence. I ask the Senate's approval of this bill in the hope that is can be speeded through Congress and presented to the President as soon as possible.

I may ask my colleague the Senator from Hawaii (Mr. FONG) whether I have left something out of the basic reasons for the bill.

Mr. FONG. Mr. President, this is a very minimal bill. The bill which came from the House, and which passed that body by a very large vote, would have cost approximately \$6 billion—\$5,910 billion—for fiscal 1970 and 1971. This very minimal bill would cost only \$3.5 billion. We have made a saving of over \$2.4 billion here.

The cost for fiscal 1970, as far as civilian employees are concerned, is only \$363 million. The cost for the military is \$336 million. The total cost of the civilian payroll for 2 years would be \$1.797 billion. The total cost of the military payroll would be \$1.703 billion.

We have fought hard to keep this bill to a very low figure so that it would not meet with the veto of the President. We feel this bill is very minimal. It is making up for what is a real lag now.

If we followed the Bureau of Labor Statistics figures, employees would receive, under the comparability statute, as of July 1, 1969, a 5.8 increase, this December; and we are only giving employees under \$10,000 4 percent, graduated to 3 percent, 2 percent, and 1 percent.

So we feel this is a very fine bill.

I would like to congratulate the chairman of the committee for bringing up this very excellent bill.

Mr. McGEE. Mr. President, I have just been asked whether this bill applies to legislative personnel here on the hill. It does not on the January 1 figure. It does not apply to legislative personnel.

Mr. COOPER. Is this a \$5 billion bill you are bringing up tonight?

Mr. McGEE. The projection was over a 2-year period. As of January 1, it will be \$363 million.

Mr. COOPER. When does it become effective?

Mr. McGEE. It becomes effective January 1, with respect to the \$363 million. The adjustment on July 1 would be somewhere in the neighborhood of 3 percent as a minimum.

Mr. COOPER. What will be the total cost next year?

Mr. McGEE. The \$363 million would be a regular part of the salary.

Mr. COOPER. Would that be for fiscal 1970?

Mr. McGEE. That would be for fiscal 1970.

Mr. COOPER. How much would it be for 1971?

Mr. McGEE. Twice \$363 million, plus whatever the executive would determine on July 1 was the rise in comparability figures.

Mr. COOPER. Then there would be a further rise the next fiscal year?

Mr. FONG. It is just for 2 years.

Mr. McGEE. This takes in the military.

Mr. COOPER. Mr. President, I do not know whether there is going to be a roll-call vote on this measure at this time of night, but I want to be recorded in opposition. It is too late to comprehend all its ramifications and total cost on this short notice.

Mr. McGEE. We brought out a bill after paring out everything that could be pared and still have a meaningful bill.

Mr. FONG. Mr. President, I strongly urge my colleagues to support H.R. 13000 the Federal pay bill now before us. The Members of this body will recall that in 1962 the grave problem of the loss of highly skilled Federal employees to private industry was presented to us. In addition, a severe lag of Federal civilian salaries behind those paid for comparable work in the private sector of our economy was obvious.

To counteract the loss of employees from the Federal Government for more lucrative positions in private industry and to insure that Federal employees were paid comparable salaries to their counterparts outside of government the Congress on September 27, 1962 approved by a vote of 72 to 3 what has been referred to as the comparability principle in the Federal classified and postal pay systems. This principle first adopted in 1962 and reaffirmed by the Congress and the President in 1964 and 1967 has

helped tremendous in retaining employees in the Federal service who receive their training and great experience in the Federal Government. This principle has also been a significant factor in attracting highly competent personnel to the Government service. It has enabled Government to go to the college campuses and compete favorably with private industry recruiters for the best minds that the U.S. colleges and universities can produce.

There is no greater service which Americans can render at this time than to serve their Nation through Government employment. The success of our many Federal programs can be traced directly to the highly competent staffs in the departments and agencies of our Federal Government and comparable pay with private industry has enabled the Federal Government to be the leader that it is in all fields.

The pledge that the Congress and the President made in 1962, 1964, and 1967 to keep Federal salaries abreast of those in private industry demanded that the Senate Post Office and Civil Service Committee bring to this body the Federal salary bill we are now considering.

Under the system established in 1962 for bringing Federal salaries in line with those in private industry the Bureau of Labor Statistics was directed to make annual surveys of wages paid to the non-government employees of our country. I am advised by the Bureau of Labor Statistics that they begin collecting the information on private industry salaries in March and complete this work sometime in September. The average payroll reference period used by the BLS is June.

On December 8, 1969, the BLS issued its first public press release on the salary data it gathered. The raw average figure for the lag of Federal salaries behind those in private industry is 5.7 percent. It must be emphasized that this is an average figure and will vary with each individual Federal pay level.

The BLS press release means that as of 6 months ago Federal salaries were averaging 5.7 percent behind private industry.

The bill we are now considering provides for salary increases of 4 percent for all Federal employees now making below \$10,000 per year; a 3-percent increase for those making above \$10,000 but less than \$15,000 a year; a 2-percent increase for those making above \$15,000 but less than \$20,000 a year; and a 1-percent increase for those in the GS-15 and PFS-18 pay levels. These increases would be effective January 1, 1970. All Federal employees over GS-15 and PFS-18 will not receive any increase on January 1.

The January 1 increase is only a stop-gap measure to close the salary-lag gap for those in the lower levels of employment. From the BLS figures it is apparent that the maximum increase of 4 percent on January 1 is still at least 1.7 percent behind private industry. The committee felt that since the comparability figures were available it would be unfair to delay a salary increase of between 12 to 18 months.

The bill also calls for a second-step

increase to achieve comparability on July 1, 1970. The actual increase to become effective at that date would be triggered by an Executive order issued by the President on the recommendations of the Civil Service Commission and the Bureau of the Budget.

The amount of the increase would be based on the revised Bureau of Labor Statistics figure for June, 1969—or 12 months after they were gathered.

This 12-month lag was considered by the committee and we voted to set a floor of 3 percent for the July 1, 1970 increase. It is significant to this 3 percent that Federal Government salaries have always lagged at least 12 months behind private industry. Invariably the increases in private industry are way above those finally given Federal employees during the 12 intervening months between the gathering of information and the effective date of the Federal salary increases. The committee feels that it would like to be in a position for once of not playing catchup to the extent that it has had to every year since the comparability principle was adopted.

This measure affects approximately 2.2 million Federal employees. The cost of the bill has been estimated by the Bureau of the Budget to be approximately 3.37 percent of the total Federal payroll for fiscal year 1970 or \$363,500,000. The estimated cost of the bill in fiscal year 1971 is 6.66 percent of the payroll or \$1,413,500,000 for a total of \$1,77,000,000.

It must be explained that the committee attempted to hold off as much of the costs of this measure in fiscal year 1970 as possible and still do justice to the 2.2 million Federal employees who are entitled to this increase. We believe we have done the best job that can be done under present circumstances. By approving this measure the Senate will have kept its pledge to all Federal employees that they shall be paid salaries comparable to their counterparts in private industry.

I strongly urge my colleagues to vote approval of H.R. 13000 as amended by the Senate Post Office and Civil Service Committee.

The PRESIDING OFFICER. If there are no amendments to be offered to the committee amendment, the question is on agreeing to the committee amendment in the nature of a substitute.

The committee amendment in the nature of a substitute was agreed to.

The PRESIDING OFFICER. The question is on the enrapment of the amendment and the third reading of the bill.

The amendment was ordered to be engrossed and the bill to be read a third time.

The bill was read the third time.

The PRESIDING OFFICER. The bill having been read the third time, the question is: Shall it pass?

The bill was passed.

The title was amended, so as to read: "An act to adjust the salaries of Federal employees, and for other purposes."

Mr. MANSFIELD. Mr. President, I move to reconsider the vote by which the bill was passed.

Mr. GRIFFIN. Mr. President, I move to lay that motion on the table.

The motion to lay on the table was agreed to.

Mr. MANSFIELD. Mr. President, I think the Senate ought to be aware of the strong efforts of Senator McGEE in behalf of this proposal. His splendid and outstanding work made possible an increase in pay for Federal classified and postal service workers. They are certainly in his debt. This outstanding service performed by the able and distinguished chairman of the Committee on the Post Office and Civil Service was truly commendable.

Mr. President, by necessity the senior Senator from Texas (Mr. YARBOROUGH) is away from the Senate today. In anticipation that the bill may have been called up in his absence, he prepared a statement in behalf of the proposal. As the Senate knows, he is the ranking majority member of the Committee on the Post Office and Civil Service and has long been a leader of efforts in behalf of all Federal employees. I commend his thoughtful statement to the Senate and ask unanimous consent that it be printed in the RECORD at this point.

There being no objection the statement was ordered to be printed in the RECORD, as follows:

STATEMENT OF SENATOR RALPH W. YARBOROUGH

Mr. President, as the ranking majority member of the Post Office and Civil Service Committee, I rise in support of H.R. 13000. This bill would provide a four percent pay increase for the majority of our Federal Employees. This pay increase would become effective January 1, 1970.

The bill further provides for an extension of the authority given the President in 1967 to make pay increases on the basis of 1969 comparability with private industry effective July 1, 1970. The measure stipulates that the July increase may not be less than three percent.

The bill also creates a new Federal Employee Salary Commission which will be composed of representatives from both management and labor and will be for the purpose of evaluating data relating to pay rates in comparable industries.

Although this bill does represent a positive step forward toward bringing our Federal Employees into economic equality with individuals employed in private industry, in my opinion the bill does not go far enough. I supported an increase of 5.4% in pay for our Federal Employees. I feel that such an increase is both justified and necessary. However, the bill that is before us today is a step in the right direction. Therefore, I urge all my colleagues to give it their full support.

ORDER FOR ADJOURNMENT UNTIL MONDAY, DECEMBER 15, 1969, AT 10 A.M.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the previous order for convening on tomorrow be vacated.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that at the conclu-

sion of business this evening, the Senate stand in adjournment until 10 o'clock Monday morning next.

The PRESIDING OFFICER. Without objection, it is so ordered.

DEPARTMENT OF DEFENSE APPROPRIATIONS, 1970

Mr. MANSFIELD. Mr. President, for the information of the Senate, the full Committee on Appropriations reported the Defense appropriation bill today. It will be the pending business at 10 o'clock Monday morning next.

I ask unanimous consent that H.R. 15090 be laid before the Senate and made the pending business.

The PRESIDING OFFICER. The bill will be stated by title.

The ASSISTANT LEGISLATIVE CLERK. A bill (H.R. 15090) making appropriations for the Department of Defense for the fiscal year ending June 30, 1970, and for other purposes.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Montana?

There being no objection, the Senate proceeded to consider the bill, which had been reported from the Committee on Appropriations with amendments.

PROTOCOL TO THE INTERNATIONAL CONVENTION FOR THE NORTHWEST ATLANTIC FISHERIES RELATING TO PANEL MEMBERSHIP AND REGULATORY MEASURES—REMOVAL OF INJUNCTION OF SECRECY

Mr. KENNEDY. Mr. President, as in executive session, I ask unanimous consent that the injunction of secrecy be removed from Executive I, 91st Congress, first session, the protocol to the International Convention for the Northwest Atlantic Fisheries, transmitted to the Senate today by the President of the United States, and that the protocol, together with the President's message, be referred to the committee on foreign relations and ordered to be printed, and that the President's message be printed in the RECORD.

Mr. GRIFFIN. Mr. President, reserving the right to object, has that been cleared with the minority?

Mr. KENNEDY. Yes.

Mr. GRIFFIN. No objection.

The PRESIDING OFFICER. Without objection, it is so ordered.

The message from the President is as follows:

To the Senate of the United States:

With a view to receiving the advice and consent of the Senate to ratification, I transmit herewith a certified copy of the Protocol to the International Convention for the Northwest Atlantic Fisheries Relating to Panel Membership and to Regulatory Measures. The Protocol is dated October 1, 1969, and was open for signature at Washington from October 1, 1969, through October 15, 1969, on behalf of the 14 Governments parties to the International Convention for the

been critical might go to a former Member of the Democratic side of either whose credentials as much those of anybody on either side of the aisle today—our former colleague from the State of Michigan, Neil Staebler.

Neil Staebler has just returned from a personal-expense trip to Vietnam.

Those urging that we withdraw unilaterally from Vietnam should talk to Neil Staebler.

Neil Staebler said unilateral withdrawal would end up in the worst blood bath that you could imagine in South Vietnam. Three million Catholics who fled from the Communist dictatorship in North Vietnam are now in South Vietnam.

Neil Staebler will tell you that the South Vietnamese people today are turning in active support to the government in Saigon, and that it would be disastrous for the United States to unilaterally withdraw because this would mean the end of a responsible government that is getting broader based all the time.

The SPEAKER. The time of the gentleman from Michigan has expired.

Mr. GERALD R. FORD. Mr. Speaker, I ask unanimous consent to proceed for 30 additional seconds, if I might.

The SPEAKER. The Chair will state to the gentleman from Michigan that we are operating under the 1-minute rule, and that cannot be done.

WE SHOULD SUPPORT PRESIDENT NIXON'S POSITION ON THE WAR IN VIETNAM

(Mr. PELLY asked and was given permission to address the House for 1 minute, and to revise and extend his remarks.)

Mr. PELLY. Mr. Speaker, I yield to the gentleman from Michigan (Mr. GERALD R. FORD).

Mr. GERALD R. FORD. Mr. Speaker, I appreciate the gentleman from Washington yielding me this time. I understand the distinguished Speaker's problem, insofar as extension of time under the 1-minute rule is concerned.

Mr. Speaker, just let me say in conclusion that the President of the United States is acting affirmatively to end the war in Vietnam. Twelve percent of the troops assigned to Vietnam when he took office in January 1969 are either home or on their way home. Twenty percent of the combat military personnel who were there when the President took office are now out of Vietnam.

The President is working hard for peace, and we will get peace, either at Paris or through the phasing out of our troops and phasing in of South Vietnamese troops. I believe the American people support this plan for peace, and anything that undermines it will be most unfortunate for our men who are in Vietnam, and those who are fighting for freedom around the world.

PERMISSION FOR COMMITTEE ON RULES TO FILE PRIVILEGED REPORTS

Mr. COLMER. Mr. Speaker, I ask unanimous consent that the Committee

on Rules may have until midnight tonight to file certain privileged reports.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

PERMISSION FOR SUBCOMMITTEE NO. 5, COMMITTEE ON THE JUDICIARY, TO SIT DURING GENERAL DEBATE TOMORROW

Mr. ALBERT. Mr. Speaker, I ask unanimous consent that Subcommittee No. 5 of the Committee on the Judiciary may sit during general debate tomorrow, Wednesday, October 15.

The SPEAKER. Is there objection to the request of the gentleman from Oklahoma?

Mr. POFF. Mr. Speaker, reserving the right to object, may I ask the distinguished majority leader if the request has been cleared with the minority leader?

Mr. ALBERT. It has been cleared with the distinguished ranking Republican member of the committee, the gentleman from Ohio (Mr. McCULLOCH).

Mr. GERALD R. FORD. Mr. Speaker, will the gentleman yield?

Mr. POFF. I yield to the minority leader.

Mr. GERALD R. FORD. The matter has been cleared with me also. I strongly urge that the unanimous consent be granted. The subcommittee is working on the anticerme bill. We want it out, and this is one way to get it out.

Mr. POFF. I thank the gentleman. I withdraw my reservation of objection.

The SPEAKER. Is there objection to the request of the gentleman from Oklahoma?

There was no objection.

LEGISLATIVE PROGRAM—RAISING INTEREST RATE ON SERIES E AND H BONDS

(Mr. ALBERT asked and was given permission to address the House for 1 minute.)

Mr. ALBERT. Mr. Speaker, I take this time to advise Members that the distinguished gentleman from Arkansas (Mr. MILLS), chairman of the Committee on Ways and Means, has requested me to announce that sometime during this week he will seek to call up, under unanimous-consent agreement, the bill, H.R. 14020, to amend the Second Liberty Bond Act to increase the maximum interest rate permitted on U.S. savings bonds, a bill which has been unanimously reported by the Committee on Ways and Means.

CALL OF THE HOUSE

Mr. HALL. Mr. Speaker, I make the point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

Mr. ALBERT. Mr. Speaker, I move a call of the House.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

	[Roll No. 217]
Abbitt	Edwards, Calif.
Adams	Fallon
Arends	Farbstein
Ashbrook	Fascell
Ashley	Findley
Aspinwall	Fish
Berry	Fisher
Blatnik	Flynt
Bow	Foley
Brooks	Ford,
Brown, Calif.	William D.
Burton, Utah	Frey
Cahill	Fulton, Tenn.
Camp	Gray
Carey	Green, Oreg.
Casey	Griffin
Cederberg	Haley
Celler	Hansen, Wash.
Clark	Hastings
Cohelan	Hays
Collier	Holifield
Collins	Hosmer
Corman	Jacobs
Daddario	Jones
Dawson	Jones, Ala.
de la Garza	Jones, Tenn.
Delaney	Karth
Devine	Kirwan
Diggs	Kuykendall
Dingell	Kyros
Eckhardt	Lloyd
Edmondson	Lujan
	McMillan
	Roybal
	St Germain
	St. Onge
	Saylor
	Scheuer
	Sisk
	Smith, Calif.
	Steed
	Steiger, Wis.
	Sullivan
	Taylor
	Teague, Calif.
	Tunney
	Vander Jagt
	Watson
	Whalley
	Wold
	Wright

The SPEAKER. On this rollcall, 333 Members have answered to their names, a quorum.

By unanimous consent, further proceedings under the call were dispensed with.

CORRECTION OF VOTE

Mr. BURTON of California. Mr. Speaker, on rollcall No. 213 on October 9, I am recorded as absent. I was present and voted "yea." I ask unanimous consent that the permanent RECORD and Journal be corrected accordingly.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

FEDERAL SALARY COMPARABILITY ACT OF 1969

Mr. O'NEILL of Massachusetts. Mr. Speaker, by direction of the Committee on Rules, I call up House Resolution 576 and ask for its immediate consideration.

The Clerk read the resolution, as follows:

H. Res. 576

Resolved, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 13000) to implement the Federal employee pay comparability system, to establish a Federal Employee Salary Commission and a Board of Arbitration, and for other purposes. After general debate, which shall be confined to the bill and shall continue not to exceed two hours, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Post Office and Civil Service, the bill shall be read for amendment under the five-minute rule. It shall be in order to consider the amendment in the nature of a substitute recommended by the Committee on Post Office and Civil Service now printed in the bill as an original bill for the purpose of amendment under the five-minute rule. At the conclusion of such consideration, the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and any Member may demand a separate vote in the House on any amendment adopted in the Committee of the Whole to the bill or committee amendment in the nature of a sub-

stitute. The previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit with or without instructions.

The SPEAKER: The gentleman from Massachusetts (Mr. O'NEILL) is recognized for 1 hour.

(Mr. O'NEILL: Massachusetts asked and was given permission to revise and extend his remarks.)

Mr. O'NEILL of Massachusetts. Mr. Speaker, I yield myself such time as I may consume and at the conclusion of my remarks yield to the gentleman from Illinois (Mr. ANDERSON) one-half hour.

Mr. Speaker, House Resolution 576 provides an open rule with 2 hours of general debate for consideration of H.R. 13000 to implement the Federal employee pay comparability system, to establish a Federal Employee Salary Commission and a Board of Arbitration, and for other purposes. The resolution further provides that it shall be in order to consider the committee substitute as an original bill for the purpose of amendment.

There are two basic purposes of H.R. 13000:

First, the setting up of a permanent method of adjusting the pay of Federal employees who are paid under GS, PFS, Foreign Service schedules and the schedules relating to doctors, dentists and nurses under the Veterans Administration; and

Second, the elimination of inequity requiring postal employees to serve 21 years before reaching maximum pay for their work. Under this bill they would reach top pay in 8 years.

A Federal Employee Salary Commission would be set up, composed of four representatives from the Executive and four from employee organizations. For purposes of voting, the employee groups have only three votes; however, in the event of arbitrary behavior, aggrieved employees will have recourse through the Board of Arbitration.

The Board of Arbitration will be composed of four Members of Congress—two from each body—one representative each of the Executive and the employees, and an impartial chairman selected by the other six. The Board will decide whether the decision of the Commission is in agreement with policy directives in the law.

In order to create more incentives in the postal service, the present system of in-step promotion before reaching the top step in grade will be reduced from 21 years to 8 years. All lower grade employees—PFS 1 to PFS 11—are given a 2-step advancement effective October 1, 1969. The higher levels—PFS 12 and above—will be given earned step advancement on July 1, 1970, as their first step in the acceleration program.

An allowance of not more than \$10 per day for commuting would be allowed employees of executive and independent establishments assigned to duty at remote worksites.

Corps of Engineers employees engaged in floating plant operations, when the employees cannot board vessels due to weather conditions or while a vessel is

in the yard for repairs will be paid an allowance.

Premium compensation will be permitted for certain employees for Sunday, night, holiday, and overtime pay.

Mr. Speaker, I urge the adoption of House Resolution 576 in order that H.R. 13000 may be considered.

(Mr. ANDERSON of Illinois asked and was given permission to revise and extend his remarks.)

Mr. ANDERSON of Illinois. Mr. Speaker, I yield myself such time as I may use.

Mr. Speaker, as is sometimes the case, I believe that the title of this particular bill, H.R. 13000, is somewhat deceptive in that it is called "the Federal Salary Comparability Act of 1969." I am certain that in the debate we have on this bill today, this afternoon, that much will be said about the pledge that the Congress made in 1962 to afford full comparability to those who are employed by the Federal Government, and particularly those in the Federal postal service.

However, I think that when I voted for comparability in 1962, along with, I believe, virtually the entire House of Representatives, I had no idea we would come to the point to which we have come in this legislation—to remove completely from the authority of the President to have an input on salary schedules for those in the Executive branch and to so circumscribe the authority of the Congress that we have literally nothing left to say about the manner in which Federal salaries and Federal compensation is fixed. Therefore, I would suggest that we ought to examine with some care the provisions of this legislation, relating as they do to a Federal Salary Commission and to a Federal Arbitration Board, because I asked one of the witnesses who appeared before the Committee on Rules, the distinguished gentleman from Arizona (Mr. UDALL) just exactly how the President could ever frame a meaningful budget, considering, as we must, that we have something like 2 million Federal employees that would be brought under the purview of this legislation—I do not have the exact figure on the tip of my tongue, but the Federal payroll a few years ago was \$18 billion. I am sure it is much more than that today—how is the President of the United States ever going to be able to submit meaningful budget estimates when we take out of his hands completely, I repeat—anything to do or to say about the setting of Federal compensation.

Of course, if you have read the report and if you have read the views that were submitted on this bill by the Deputy Director of the Bureau of the Budget and by the Postmaster General, you will find that it is precisely for this reason that they are in opposition to this legislation. I do not, for one, oppose what my friend from Massachusetts (Mr. O'NEILL) said that for a long time we have neglected particularly those in the postal service, and I think my record is good in that regard.

Since I came to the Congress 9 years ago, I have voted, I believe, without exception for increases for postal workers. But I do object, and I do object very fun-

damentally to the mail. Office Committee now set far as the fixing of Federal compensation is concerned.

Let me make one or received a wire, as did all members of the House, a few days ago signed by president of some of the postal unions. The first line in that wire read:

H.R. 13000 is a significant first step toward postal reform.

I think this bill is going to move us farther away from the objective of postal reform. I think once this legislation becomes law, if it does become the law of the land, once we set up permanent machinery for the annual review and fixing by this Federal Salary Commission of salaries for postal employees and other Federal employees, we are going to be moving, not toward, but away from the goal of postal reform.

I noted also a document that came to my desk just over the weekend, a publication put out by the United Federation of Postal Clerks, the Federation News Service, in which is reported the granting of a rule on this particular bill H.R. 13000 and in which, referring to the 13-to-13 vote in the House Post Office and Civil Service Committee which, in effect, defeated the administration's postal reform measure, the following is said:

Therefore, we must continue our efforts with PO&CS Committee Members and all Congressmen in support of the Dulski Postal Reform bill, H.R. 4, and remain "on guard" continually against H.R. 11750 and all corporation amendments!

Make no mistake about it. The people who are supporting this bill today are against postal reform. They are against the Postal Corporation and they are satisfied that once this bill becomes the law of the land and they have this commission fixing salaries, nobody is even going to talk any more about the kind of fundamental far-reaching basic reform of the postal system that not only I think we need, but also the people of this country are speaking of today with a rather loud voice to their Representatives in Congress, saying they are dissatisfied with the way the affairs in this department are being run. They want basic, far-reaching postal reform.

I feel this bill simply is not going to advance us one step in the direction of that reform.

The purpose of the bill is to set up a permanent method of adjusting the pay of Federal employees and to provide pay increases for postal workers.

The bill creates a Federal Employee Salary Commission of eight members, four appointed from the executive departments and four from Federal employee groups. The Commission shall make studies and draw up salary schedules. For voting purposes, the employee group will have only three votes so that the Executive will control the Commission.

Also created by the bill is the Federal Employee Salary Board of Arbitration composed of two Senators and two Representatives, appointed bipartisanly, one member appointed by each of the Chairman of the Civil Service Commission and

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the employee groups, and one member appointed by a majority of the Board, who shall serve as chairman.

If any member of the Salary Commission shall disagree with the recommendations of the Commission, he can appeal to the Board, whose decision shall be binding and have the effect of law unless specifically overridden by the Congress within 30 days of the submission of such pay schedule recommendations. This is the only place where the Congress would become directly involved with the operation. The President is actually not involved at all in any direct manner. There is only one Executive-appointed member on the Board. Since the Executive has voting control of the Salary Commission and since any minority member of the Commission may appeal to the Board, the Board will almost always have the final say. Unless Congress would take affirmative action to stop such recommendations as the Board may submit, they become effective.

The bill also provides pay raises for postal employees. Current law requires 21 years for a postal employee to reach the top step in his grade. The bill reduces this period to 8 years.

All lower grade postal employees—grades 1 to 11—are given two-step advancement effective October 1, 1969. Higher level employees—grades 12 and above—will be given earned step advancement on July 1, 1970. The estimated cost of the advancement for lower grade employees in fiscal 1970 is \$244,000,000. This is not in the budget. The 1971 additional cost is estimated to be \$544,000,000.

There are several minor provisions contained in the bill. A \$10 per day payment is authorized to Federal employees working at remote locations to defray commuting expenses. The payment of premium compensation is also authorized for certain employees who must work holidays, Sundays, and at night. These include border patrolmen, customs officials, and agents of the FBI. These features are estimated to cost about \$100,000 per year.

Separate views are filed by the gentleman from Virginia (Mr. Scott). He supports the concept of a permanent Salary Commission but believes it should be advisory to the President and the Congress and should not have its recommendations become effective until affirmative action by the Congress approves them. Nor does he believe the President should be bypassed because of the budgetary impact of salary increases. He opposes giving some Federal employees a raise when others do not receive equal treatment.

The gentleman from Iowa (Mr. Gross) and the gentleman from Illinois (Mr. Derwinski) have filed minority views strongly opposing passage. They believe the bill destroys the President's authority and responsibility to participate in determining pay schedules. They likewise believe the bill substantially removes the Congress from any effective voice in the same determination, leaving it about in the same position with respect to Federal employees as it now is with respect to the salaries of Mem-

bers, judges, and executive-level employees in the departments downtown. They oppose this.

They note that none of the pay increases for 1970 are budgeted and could easily reach \$2,000,000,000 in calendar 1970 if all Federal employees are given only a 5-percent increase.

They expect employee-members of the Salary Commission who do not get all they want to immediately appeal to the Salary Board. Board decisions are binding, on Congress and on the President. They believe that the responsibility of the Congress and the President must be maintained. They want the bill defeated.

The administration does not support the bill. There are two principle reasons: unbudgeted funding, and the loss of Executive authority in the area.

The bill is a committee substitute; the rule will have to reflect this.

Mr. DULSKI. Mr. Speaker, will the gentleman yield?

Mr. ANDERSON of Illinois. I yield to the distinguished chairman of the committee, the gentleman from New York (Mr. DULSKI).

Mr. DULSKI. Mr. Speaker, first of all, I have always had the greatest respect and admiration for the gentleman in the well, but when the gentleman says that postal reform is dead, I wish to inform the gentleman that today the Committee on Post Office and Civil Service met in executive session and the first section of an amendment giving the Postmaster General 9-year term of office to provide continuity in the top postal management.

Last but not least, the gentleman talks about what the bill will do, but is it not true what the gentleman in the well just said a few moments ago is the same thing the corporation would do? The corporation would take over the entire function of the Congress on rates and wages. A postal corporation would take pay out of the hands of the Congress, just the same as this bill does.

Mr. ANDERSON of Illinois. Mr. Speaker, in response to the gentleman from New York, I would make this reply, and this is one thing I am sure his committee did not do in the executive session that the gentleman refers to. The bill is not going to leave it to free collective bargaining between representatives of the postal workers and other Federal employees and those who represent management on the Federal level. The gentleman is not willing to leave it to the process of free collective bargaining on the setting of these wage rates. If the gentleman was willing to do that I would be with him, because then I think we would bring the whole business of the Post Office Department down to the kind of working arrangement that is feasible and has been feasible for 180 years in the private sector. I cannot see why it would not work in the public sector.

I cannot for the life of me understand these people who are wiring me and the people who are signing their names to the communication I read a moment ago, who are exponents of the right of free collective bargaining for Federal employees, I cannot understand why they resist with every ounce of their

strength apparently the idea that we ought to have free collective bargaining in this area. It seems to me that ought to be the very function and purpose of these unions, to represent people in the setting of wages and terms and conditions of employment. Yet this is one thing they do not want.

What they want to set up is a Salary Commission. We are inevitably going to have an appeal from the Commission, and the gentleman knows that as well as I, and then whom do we have on the Arbitration Board? We have a majority of the Board consisting of Members of Congress, two from the House, and two from the Senate, appointed by the Speaker and the President pro tempore of the Senate. These four people are going to be under the heaviest imaginable pressure to yield to the demands that will then be made to arbitrate the differences about areas of wages and compensation in the postal service and the Federal employment. I would suggest this is scarcely the best way to arrive at an objective determination of those questions.

Mr. DULSKI. Mr. Speaker, will the gentleman yield?

Mr. ANDERSON of Illinois. I yield to the gentleman from New York.

Mr. DULSKI. Mr. Speaker, I will not argue on the point about the Commission. I feel just as well as the gentleman does, that we must have real postal reform. In H.R. 4 we have the mechanism that will achieve real reform within the confines of the responsibilities of Congress. But let me tell the gentleman this much. I started hearings on April 22, and I have been working on these questions. When H.R. 4 comes out of the committee, with perfecting amendments added, it will provide truly meaningful postal reform.

I assure the gentleman that postal reform will not be killed so long as I stay as chairman of the committee.

Mr. ANDERSON of Illinois. I am sure the gentleman is both sincere and honest in the convictions he has expressed. I do not for a moment impugn the sincerity of his position.

If I could believe, I say to the gentleman from New York, that the amendments he says inevitably will come and will be attached to this bill, H.R. 4, would include collective bargaining so far as wages are concerned, and if they would include taking the ratemaking process out of the Congress and putting it under the kind of ratemaking board the Postmaster General has asked for in H.R. 11750, then I think you would have a good bill. I have very little reason to believe that kind of bill will come from the committee.

Mr. BRASCO. Mr. Speaker, will the gentleman yield?

Mr. ANDERSON of Illinois. I yield to the gentleman from New York.

Mr. BRASCO. I just want to point out that I believe the gentleman in the well is mistaken on two accounts here.

First, the gentleman indicated if we were to pass this bill today we would take away from the President and the Congress any role in the fixing of sal-

aries. That is true in terms of the salary-fixing Commission. However, under the corporate setup the President and the Postmaster General have asked for the same kind of concept.

Mr. ANDERSON of Illinois. If the gentleman will permit me to continue, it would be done by the process of free collective bargaining. That is my whole point.

Mr. BRASCO. That is not so. If the gentleman will take a look at the bill encompassing the corporate form, there is set up a disputes panel to complement the process of collective bargaining. The unfortunate part is that there is no true collective bargaining, because if there is an impasse, the disputes panel must say OK before an item can come before it. There is no guarantee to labor that the disputes panel will okay discussing any item, when there is an impasse, must be resolved. So under the corporate bill there is no true collective bargaining. That is why labor could not support it.

Mr. ANDERSON of Illinois. I cannot agree with the gentleman's statement there is no collective bargaining under that bill. I believe there is.

I shall not take time to continue this debate further, except to suggest, as I have already indicated, that this is not just a salary comparability bill. This bill represents a very fundamental change, and I think a total abdication of responsibility by the Congress. It takes the President out of the decisionmaking process altogether.

We ought to look very carefully and very closely at our action today before we vote finally on this measure.

Mr. BROOKS of Virginia. Mr. Speaker, I rise in support of H.R. 13000.

The elimination of the longstanding inequity which has required postal employees to serve 21 years before reaching maximum pay for their work is long overdue. The best distribution clerks and letter carriers, the backbone of our postal service, can expect under existing law, is \$1,864 less than the minimum standard of a so-called moderate standard of living after 21 years, and at mid-range, PFS 5, step 1 they receive only \$111 more than the standard set by the Bureau of Labor Statistics for a low standard of living.

This is patently unfair to thousands upon thousands of loyal devoted career employees, Mr. Speaker, and I urge our colleagues to correct it here today by adoption of this legislation.

I also support enthusiastically the creation of a Federal Employee Salary Commission, and of an Arbitration Board to resolve any conflicts which might develop within the Commission. I feel it is particularly important that representation on the arbitration board be afforded members of the House and Senate.

The semiannual adjustments we effected in 1961 and 1969 were based on a survey done by the Bureau of Labor Statistics under the control of the Civil Service Commission and the Bureau of the Budget, and I understand my colleagues on the committee are gravely concerned about whether or not true comparability was actually achieved under these adjustments.

The creation of a Federal Employee Salary Commission will eliminate in the future any bias which may have existed in the conduct of these surveys in the past. The Commission can also prevent future recurrences of the position, which has often been taken by the executive branch, that the congressional policy of comparability should be implemented only when a budget surplus permits. The Commission can guarantee once and for all that Federal employees will not be the first to suffer from budget limitations and that adequate compensation will be provided in order to maintain the high level of competence we need in the Federal Government. Further, we will establish once and for all the regular adjustments in salaries of Federal employees are an automatic cost of Government rather than an act of generosity.

I regret, Mr. Speaker, that this legislation in its present form does not provide also for a comparability increase at the date of enactment for other Federal employees. By not including some adjustment at this time, we will, in effect, make it necessary for other employees to wait for consideration of such an increase until the Federal Employee Salary Commission the legislation creates can become operable and afford them relief.

It is my understanding that an amendment will be offered today which will include other Federal employees, and I shall certainly support that amendment when it is offered.

Mr. Speaker, I also support the provisions of this measure which provide for payment to defray commuting expenses of employees assigned to duty at remote worksites; for payment to employees engaged in floating plant operations who are prevented from boarding their vessels under circumstances beyond their control; and for payment of premium compensation to certain groups of employees who are not now compensated for work on Sundays, nights, holidays, and overtime.

Mr. Speaker, most of the provisions of this legislation are desperately needed, and I am therefore supporting it. As I said earlier, I sincerely feel we should include other Federal employees in its salary adjustment provisions, and I shall support an amendment to do so. However, regardless of whether or not the amendment is adopted, I shall support the bill on final passage.

Mr. O'NEILL of Massachusetts. Mr. Speaker, does the gentleman have any further requests for time?

Mr. ANDERSON of Illinois. I have no further requests for time.

Mr. O'NEILL of Massachusetts. Mr. Speaker, I move the previous question on the resolution.

The previous question was ordered.

The resolution was agreed to.

A motion to reconsider was laid on the table.

Mr. UDALL. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 13000) to implement the Federal employee pay comparability system, to establish a Federal Employee Salary Commission and a Board of Arbitration, and for other purposes.

The SPEAKER. The question is on the motion offered by the gentleman from Arizona.

The motion was agreed to.

IN THE COMMITTEE OF THE WHOLE

Accordingly the House resolved itself into the Committee of the Whole House on the State of the Union for the consideration of the bill H.R. 13000, with Mr. PRICE of Illinois in the chair.

The Clerk read the title of the bill.

By unanimous consent, the first reading of the bill was dispensed with.

The CHAIRMAN. Under the rule, the gentleman from Arizona (Mr. UDALL) will be recognized for 1 hour, and the gentleman from Pennsylvania (Mr. CORBETT) will be recognized for 1 hour.

The Chair recognizes the gentleman from Arizona (Mr. UDALL).

Mr. UDALL. Mr. Chairman, I yield such time as he may consume to the chairman of the full committee, the gentleman from New York (Mr. DULSKI).

Mr. DULSKI. Mr. Chairman, I thank the gentleman for yielding me this time.

Mr. Chairman, enactment of H.R. 13000 will represent the final step in carrying out one of the chief long-range legislative programs of the Committee on Post Office and Civil Service.

It achieves an objective that the committee has shared with the vast majority of our colleagues—the establishment of a permanent system for adjusting the pay of all Federal employees under the principle of comparability adopted by the Congress in 1962.

That is the chief—in fact the overruling—purpose of the bill.

A second most important advance in pay-setting also is accomplished by H.R. 13000.

The bill eliminates a serious inequity which now makes most of our postal employees serve an "apprenticeship" of 21 years before he is paid the "journeyman" pay rate.

The bill reduces the 21-year apprenticeship to 8 years.

Mr. Chairman, our Subcommittee on Compensation, under the able leadership of the gentleman from Arizona (Mr. UDALL), is to be commended for its fine work on this legislation.

Mr. UDALL. Mr. Chairman, I yield myself 10 minutes.

(Mr. UDALL asked and was given permission to revise and extend his remarks.)

Mr. UDALL. Mr. Chairman, this is really an historic pay bill in every sense of that perhaps overworked term. To put it into focus, let me begin by summarizing for the committee some of the features of the Government salary systems that the Federal Government has. I think there has been some confusion on this point.

The taxpayers of this country will pay out this year in salaries about \$41 billion. This is almost equally divided between civilian salaries and military salaries. I will insert the precise figures in the extension of my remarks in the table that I have here, but the military salaries are \$21 billion and the civilian salaries are about \$20 billion. I insert the following in the RECORD at this time:

PERSONNEL PAY INFORMATION

	Dollar amounts paid (billions)	Number of employees	Annual pay	Hourly pay
	Millions		Billions	
General schedule	11.03	1,300,000	\$8,648	\$4.16
Postal field service	4.42	735,000	6,932	3.44
Wage board	4.05	740,000	6,802	3.27
Military	21,103	3,458,000	—	—
Other	.948	120,000	7,407	3.56
Total civilian	2.75		\$20.448	
Total military	3.458		21.103	
Personnel	6.208		41.551	

The civilian salaries are really divided into perhaps four main categories. It is important to keep them separate, because some of the features of this bill deal with one or another of the various salary systems. The general schedule is the largest of the civilian salary system. It is the so-called classified service. There are 1.3 million or $1\frac{1}{3}$ million Federal employees in this classified service. The payroll for this year for these people will be roughly \$11 billion. Next we come to the postal field service. This service has 735,000 employees. The payroll for them this year will be about \$4.4 billion. Next we have a number of miscellaneous systems that are covered in this bill. We have the Veterans' Administration and the doctors, dentists, and officials who work for the Veterans' Administration. We have the Foreign Service, with the two Foreign Service salary systems. These miscellaneous systems amount to a little under \$1 billion and employ something on the order of 120,000 Americans.

On top of this we have the military where we have about 3.5 million men in uniform in the military. Their pay, as I indicated, this year will be about \$21 billion.

You simply cannot do the things this Government has undertaken to do and you cannot have the Military Establishment and you cannot have the Post Office Department that we have and a \$900 billion economy without a lot of employees, and you cannot have employees without salaries.

A continuing problem for the Congress has been how do you fix salaries; What are adequate salaries? These are the problems my subcommittee and our great full committee have wrestled with. In fact, because of an act passed in the last Congress, we now fix the policy, as it were, for the whole Federal Government, because there is a statute which says that once you adjust Federal civilian salaries in any specific amounts, then the military service automatically gets the same increases in proportion in the different grades of the military service.

So the decisions we make today in this bill and the decisions which we have made previously are vital decisions that involve billions of dollars, that involve fundamental government both with regard to the treatment of its employees and the service which they perform for their Government.

Mr. Chairman, I think it is well that this House consider these decisions and consider them very carefully.

What does this bill do? This is not just another pay bill. You have all been here, the oldtimers, and voted against the various pay bills. However, this is a very different bill. Indeed, the gentleman from Illinois (Mr. ANDERSON) has put his finger upon some of the key aspects of the bill. This may be the last pay bill you ever vote for if you stay here for another 20 years. This is not a change; it is a fundamental change. It is not a change that has been ill considered and a change that was not made without deep and careful thought.

Mr. Chairman, the change advocated in this bill represents an achievement for me over the period of about a 5-year program because I have been personally working to bring about some kind of rational, sensible, permanent way of approaching the problem of the adjustment of Federal salaries. I say this because this problem is going to be with us every year. This is a plan of machinery, a method of adjusting the Federal, civilian, postal, classified, and military salaries. If you support this bill today, and I urge you do so, and if it passes, you will have, I think, made a historic achievement and brought to this whole problem a rationality and a permanence that it never had before.

Mr. Chairman, what does the bill do? The bill really does two major things. First, it deals with the postal people only; and, second, you are dealing generally with the Federal employees across the board. There are inequities and I shall first deal with the postal provisions because there was some controversial thought but was supported widely in our committee when finally understood and that is the plight of the letter carriers, the plight of the clerks, and there are over, I think, nearly one-half million of these people. These are men engaged in dead end employment. The statistics show that over 90 percent of them begin and end their careers—their 20 to 30 years of service careers—in the same grade. They begin at level 4 or 5 and end their careers at that level. It is a dead end employment. Less than 1 percent of them in any one year expect a promotion in their grade level.

Mr. Chairman, the postal field service is constructed so that there are 12 steps and in order to become a full-fledged letter carrier one must serve a minimum of 21 years, until they are appointed to the top level. In other words, they serve an apprenticeship, really, for 21 years before qualifying for the top salary step.

Take for example, if I am a carpenter, at the end of 2 or 3 or 5 years I then become a full-fledged carpenter. If I am a policeman employed under most city or State governments, I am a full-fledged policeman at some point in 2 or 3 or 4 or 5 years. But if you are in the postal field service, you are still classified as a rookie.

Mr. Chairman, this bill shortens the time of such service from 21 years to 8 years during which it takes a new man coming into the postal field service to reach the top step. This is crucial, be-

cause we must begin to recruit the good people we need. The turnover has been something frightening for the whole postal service because next year one man out of every four working for the postal service will be gone from some type of postal activity. The substitute clerks, for example, the turnover is 45 percent. How would you like to run an efficient business with a turnover of 45 percent in a category of employees who sort the mail, who know the streets and addresses and all the rest that goes with the proper and efficient handling of the mail?

Mr. Chairman, the first thing this bill does is to change the structure and to correct a longstanding injustice and to shorten the period of that service from 21 years to 8 years.

The second major feature of this bill—

Mr. GROSS. Mr. Chairman, will the gentleman yield before he goes to the other feature?

Mr. UDALL. Yes, I yield to the gentleman from Iowa.

Mr. GROSS. Is it not true that only a couple of years ago or, maybe, 3 years ago an effort was made to reclassify the postal workers and the majority on the committee voted it down?

Mr. UDALL. We reclassified the grade 4's in 1967; we made them grade 5's so we did reclassify in that sense, it was not a full grade 5, as the gentleman knows.

Mr. GROSS. That may well be, but the attempt was made at that time to reclassify and, as far as I am concerned, it should have been passed. I supported it, but for some strange reason it was voted down. I am not going into the particulars of what happened on that occasion, the gentleman is well aware of them, and so were others on this committee.

Mr. UDALL. The gentleman from Iowa always attempts to keep me on the straight and narrow path, so I certainly appreciate his contribution because he always corrects me if I make an error, and if in the future I make an error he will correct me or call me to account.

The second major change this bill makes is the most vital one, and is the most controversial, and the gentleman from Illinois, a member of the Committee on Rules, spoke about it just a few moments ago.

What this bill does is to take Congress out of the nonsensical position of fighting year in and year out a Federal pay bill. Each year since 1962, with the exception of the last 2, we have had pay rallies in Washington, the corridors have been filled with postal employees coming to Washington to petition for redress of their grievances. We have argued and battled whether or not the budget would stand for it, and we have fought the White House, and the employee unions, and we have been caught in the middle of this thing year in and year out.

So now for the first time we are going to put this on a rational basis, and establish a salary commission. This commission is not given a blank check. Congress does not abdicate its responsibility. The President is not taken out of the picture as it has been alleged.

This Commission will carry out the policies that Congress makes.

Let me give you an example. Suppose you are the President of a very busy bank—

The CHAIRMAN. The time of the gentleman has expired.

Mr. UDALL. Mr. Chairman, I yield myself 5 additional minutes.

As I started to say, suppose you are the president of a very important and busy bank, and you find that you are spending about two-thirds of your time attempting to haggle with every bookkeeper, teller, and clerk in the bank on whether their pay should be increased, and as a result you find you cannot attend to the really important problems of the bank.

As a result, I think what you might do would be to call in a trusted lieutenant, and you would say to him that it is the policy of this bank to pay the tellers in this bank what the tellers are paid in other banks in this city, and to pay the janitors in the bank what the janitors in other banks are paid, and to pay the bookkeepers what other bookkeepers in other banks are paid. Do not bother me with all these problems. You take some time and attempt to find out what the salary schedules are for bookkeepers in other banks, or companies, or industries, that are comparable to the banking industry, and bring those in to me and I will put them in effect; lay them on my desk for my consideration, and then I will check them and if I like them I will put them in effect.

That is what we do here. Congress fixes our policy, and we say that a bookkeeper in the Veterans' Administration or a bookkeeper in NASA or a bookkeeper in the Defense Department ought to get the same pay that a bookkeeper receives in private industry who has that kind of responsibility.

We do not take the time of the Congress to do this; we put it in the hands of experts who go out and study it and find out what is, and who then come in and lay it before us, and we can take it or leave it.

This is the allegation that some will object to. This is the abdication of congressional responsibility that some will object to.

I emphasize that under this bill the House and the Senate will still have the veto authority. We will set the policy, as I have indicated.

Let me ask you a question or two about this: During 1968 and 1969 did any of you feel like you had abdicated your responsibilities? Did any of you feel lonely because we did not have pay rallies? 1968 was the first year on record when we have not been confronted with a pay bill. The last was in 1967 when we wrote a bill as kind of a test where we said, let us test a new idea, we can work out a formula, and we said to the President when July 1968 comes, you take a look at private enterprise and with the BLS statistics, and all the other information that is available, and let us put them together and come up with the results.

This the President did, and it was the fairest and best, most rational and least cumbersome pay raise we have ever had.

The President did the same thing this year. Did any of you feel guilty? Did any of you feel lonely? Did any of you feel like we had abdicated our responsibilities? Or did you feel like I felt, that we in the Congress had set the policy in 1967, and set up the mechanics and the details of carrying it out?

Mr. ABERNETHY. Mr. Chairman, will the gentleman yield?

Mr. UDALL. I yield to the gentleman.

Mr. ABERNETHY. Would this Commission be comparable to the Commission now that regulates or really fixes salaries of Members of Congress, the judiciary, and so forth?

Mr. UDALL. It would be quite comparable in its purpose. In fact, they would work together. This is part of the whole idea to have a rational construction of the federal systems.

Mr. ABERNETHY. Would it be the same Commission?

Mr. UDALL. It would be an entirely different commission.

Mr. ABERNETHY. How would this Commission be designated?

Mr. UDALL. The Commission would be designated as follows: There would be really seven votes on the Commission—four would be controlled by the President—and I say that to those who are saying that you are taking the President out of the picture. The four are appointed as follows: the Bureau of the Budget, the Postmaster General, the head of the Department of Defense, and the Civil Service Commission. These are four votes.

The other three votes are to the two largest postal union employees, so it is a half vote each. Then you have one for the classified union and then the independent Federal union representative is to be picked by the Civil Service Commission—and there you have seven votes.

Mr. ABERNETHY. Then the Commission will be quite different from the present congressional Commission but it will still be a salary determining commission.

Mr. UDALL. Oh, indeed.

Now that brings us to the second step. The employee unions were very afraid they were giving up what they thought to be the ultimate protection that they had.

Mr. ABERNETHY. Did the gentleman say there would be three union members on the Commission?

Mr. UDALL. Three out of seven.

They were most apprehensive that they were giving up their access to the Congress and felt that in the final analysis the Congress had to pull them out, when the present Postmaster General would not come up with a raise. We said, All right, if the Salary Commission does not carry it out—and that is the only question before the Salary Commission, to make proper petitions giving them comparability—then the employee unions can appeal to the Board of Arbitration and the Board of Arbitration has seven votes. Four of those votes are Members of Congress, two Members of the House and two Members of the Senate.

There is one Government representative selected by the Civil Service Com-

mission—and one union representative and a chairman from the American Arbitration Society.

So these people, seven members of the Arbitration Board finally determine whether the Salary Commission is applying the policy that the Congress lays down.

Mr. ABERNETHY. If they do not like it, they would still be coming back? If they do not like the recommendations of the Commission, of course, you anticipate that they will still be back walking the halls, do you not?

Mr. UDALL. In any event, the findings of the Commission or the Board of Arbitration come back to the Congress for veto or for other action. In my opinion, based on 1968 and 1969 experience, I do not think so very much because this is exactly what we did in the last 2 years. They will not be back at all. They will accept this.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. UDALL. I yield to the gentleman.

Mr. GROSS. Did I understand the gentleman to say that congressional, executive, and judicial pay raises are dovetailed with this bill?

Mr. UDALL. Yes in a sense, that has been my aim, to get Congress out of this hassle.

As I pointed out, the Congress has already raised its salary eight times in 108 years and Congress never got around to this. So my judgment is that this is now rational, orderly, and regular review every 4 years, and the Congress approved this.

If you get a rational and orderly and annual adjustment of these other systems tied into it, then you have a whole pay system of the Federal Government dovetailed together. Then they will be working together on a rational and orderly basis. This has been my goal as my colleague knows, and I am sorry the gentleman does not share it.

Mr. GROSS. Then you favor this dovetailing of legislation?

Mr. UDALL. Indeed, it dovetails very nicely together and I hope the gentleman will help to put in order these joints so we can finally put this into place.

Mr. RUPPE. Mr. Chairman, will the gentleman yield?

Mr. UDALL. I yield to the gentleman.

Mr. RUPPE. The gentleman will recall that 3 years ago the subcommittee did a great deal of work preparing a salary schedule level in line with the rate increase proposed by this and other subcommittees at the time.

I recognize the need to bring the two in order. I understand that this present legislation will cost about \$500,000,000 in the next year. In the fiscal year now ending is there any revenue measure that will be brought along to achieve the same revenues we are quite anxious to reach? Does the gentleman think we are going to secure the necessary revenue in 2 years to cover the cost of this legislation?

Mr. UDALL. The President sent some days ago, my friend will recall, urging a rate increase on first-class mail which has been before our committee, and this bill by the President would produce

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around \$600,000,000 in additional revenue.

The distinguished gentleman from Montana chairs that subcommittee and has been holding hearings on that bill. I am prepared to face up to my responsibility on the question of postal reform and other things but I regret that we have not been able to be together on this bill.

It was a rather unprecedented thing. The gentleman was a very valuable member of that subcommittee and the committee. It was kind of unprecedented to combine a pay bill and a rate bill.

Mr. RUPPE. They were acted on very much in parallel at that time.

Mr. UDALL. There was very little enthusiasm for a marriage between these two bills at that time.

Mr. Chairman, I make this final point to those who are troubled, as some may be, about the delegation of authority, the abdication of congressional responsibility, and so on. If you feel badly about it, you might reflect that this is—in fact, the gentleman from Iowa stated in the Rules Committee, or someone up there, that it is unconstitutional. I said:

There are \$5 billion or \$4 billion that is going to be paid out this year in the same unconstitutional fashion. There are 740,000 Federal employees who are paid under a system called "Wage Board."

In that Wage Board system the President plays no role. The Congress plays no role. I hear no complaints on those when adjustments have been made, and we have not had a chance to vote on them. The President did not know about them. This Wage Board has been in existence since the time of Ulysses S. Grant. For more than 100 years we have had the Wage Board. It has worked. It has been delegated with authority by Congress to determine how much carpenters are paid in the building industry, in order to pay Federal carpenters in the same way. That is what we are doing in this bill.

Mr. Chairman, I speak today in support of H.R. 13000, the Federal Salary Comparability Act of 1969.

For over 5 years I have been working toward this day. It has been my long-held belief that the employees of our Government deserved and needed a dependable, rational method of pay adjustments in order to plan their careers in the Federal Service. For too many years we have tried to hire and retain competent employees by saying to them, "give us the best years of your life in return for an unknown system of pay adjustments." In accordance with the best-accepted private enterprise policies, we are today going to pass an act that says to the Federal employee, "From now on you can be assured that each year your pay will be adjusted in line with any changes in private enterprise."

No longer will the almost 2 million employees covered by this bill have to sit back and hope or pray, that their salaries will be adjusted.

We in Congress began this process in 1967 by passing that historic pay bill which allowed the Executive, in partnership with the Congress, to automatically set pay in 1968 and 1969. During that de-

bate, there were objections which raised a variety of ominous problems. During 1968 and 1969, those straw men were laid to rest. Now the members have seen how smoothly and efficiently that law worked. The employees of all branches of Government are satisfied with the principle established in that act.

Now we come before you with the natural extension of that act. Naturally, there are some changes—experience has shown us that certain structural modifications were necessary—but the principle remains the same. Congress must set the policy and establish the machinery for its smooth enactment. The Executive must administer that policy—not make it—and the Congress must continue the review and control of the policy.

In addition to this policy of congressional control, we will reiterate today the fundamental personnel policy of comparability. This policy simply says that Government workers doing the same work as their counterparts in private enterprise must be paid substantially the same amount of money. This policy was established in 1962, restated in 1967, and repeated again today in this act. A computer programmer in the Department of Defense should get the same amount of money as a computer programmer working for IBM, if they do the same kind of work.

These two fundamental policies—congressional review and comparability of pay—form the bedrock of the act we vote on today.

The act itself is fairly simple—it has two major parts—one affects all Federal workers, and the second adjusts the promotion policy concerning postal workers.

The major provision of this act concerning all Federal employees sets up a Federal Employees Salary Commission. This Commission is established to annually recommend to the Congress adjustments in the pay of employees under the general schedule, the postal field service, the Veterans' Administration, and the Foreign Service. This Commission is composed of a regular representative of the President from each of the following: Civil Service Commission, Bureau of the Budget, Defense Department, and Post Office Department. In addition, the employees are represented by four members as follows: one representative for general schedule employees, two representatives for postal employees, and one representative from independent unions on a rotating basis.

Each of the Presidential members will have one vote—a total of four—and the employee representatives will have three votes—(postal representatives will have one-half vote each. Thus, the Presidential members will have a majority of the Commission. This is a deliberate policy so that the President can make sure his personnel policy is carried out. At the same time, the employees will have representation so that the employees will have some voice in this policy of setting pay.

In addition to these eight regular members, there are three associate members. These associate members are selected by the Chairman of the Civil Service Commission and do not have a vote.

They will be selected to present the views of the specialized employee groups, such as the Air Traffic Controllers or the Federal Professionals and will be rotated annually by the Civil Service Commission.

In the event that any regular member of the Commission feels that the congressional policy of comparability has not been carried out, this act provides for an appeals procedure.

The appeal is made to an Arbitration Board composed of four Members of Congress—two from the House and two from the Senate—one Presidential representative, one employee representative, and an impartial Chairman selected by the first six. This arbitration board will review the decisions of the Salary Commission and decide if the congressional policy has been carried out. If it has not, the board will make the necessary changes, and send the revised changes on to Congress for final approval. If it finds that the recommendations of the Commission are in accord with the principle of comparability, it will so certify to Congress—again for final approval.

This entire procedure is designed so that it should not take more than 60 to 90 days each year to adjust Federal salaries. This is in vivid contrast to the months and months it previously took under the old system.

This, then, is the historic and precedent-setting comparability system we vote on today. I believe it will become a landmark act in progressive personnel policymaking for Federal employees.

POSTAL PROMOTION POLICY

A second major provision of this act rectifies a longstanding and major problem facing postal employees, particularly clerks and letter carriers.

The Post Office Department has long complained of the difficulty in hiring, training, and retaining competent employees. All of the Members of the House have heard from their constituents on the deteriorating service in the post office. A primary cause of these problems lies in the fact that it takes over 21 years before a postal employee reaches the top step in his grade. This is similar to being a rookie after 20 years.

All available evidence indicates that the postal employee is stymied on two fronts in trying to get ahead in the Post Office Department:

First. There are not enough promotions to go around. For instance, only one employee in every 100 gets promoted to a different position each year in the post office. The average for all other Government agencies is one in four.

Second. The vast majority of postal employees thus remain in the same grade level throughout their career. It is in this grade level—usually grade 5—that the 20-plus years are spent.

This problem is resolved in the following manner: We reduce the 20 year problem to a maximum of 8 years. Thus, the new employee will know that he will make top grade in his pay by the eighth year rather than by the 20th.

Second, we begin this process by advancing the lower grade postal employees by two steps, effective October 1, 1969. This will provide an additional \$412 per year. Add this to the average \$298 per

year already allotted, and you have the postal employees getting a total of \$59 for the months of October, November, and December of this year, up from \$24.80 per month. This is in contrast to the average General Schedule employee who has been since last July—and is currently receiving an additional \$69 per month.

This problem has been a grievance that both management and the employees of the Post Office Department have been mentioning to our committee for some time. We believe that our solution should assist the Department in retaining and recruiting additional quality employees for the foreseeable future.

In addition to resolving this particular problem facing the postal employers, H.R. 13000 has three other sections.

These sections also resolve specific problems facing particular groups of employees serving in other branches of the Government. The first of these authorizes the payment of an allowance, not to exceed \$10, to defray the cost of commuting to remote worksites. Many times an employee must travel to a remote worksite, perhaps to build or repair a facility, and presently must pay his own way from his normal work place. This bill will help defray part of this additional expense. This bill is identical to H.R. 12881, which passed the 90th Congress unanimously.

Another provision provides a living allowance for certain employees who work on floating plants operated by employees of the Corps of Engineers. This section is identical to H.R. 7406, which passed our committee in the 90th Congress.

The final special problem is one that affects various agents employed by the FBI, the Border Patrol, and others. It allows for them to be paid for regularly scheduled overtime, Sunday and holiday duty that is presently not received. This inequity is removed by this section and is supported by the administration.

All of these three miscellaneous provisions are estimated to cost less than \$100,000 per annum.

Mr. Chairman, there have been a variety of objections raised to this legislation. Many of them are a rehashing of previous pay legislation. In order to alert my colleagues to these "straw men," I will outline and refute some of them.

First. This act will bypass the President and take away from him his constitutional authority.

This is patently inaccurate. In 1967, the same opponents objected to that bill for precisely the opposite reason—we were giving the President too much power and taking it away from Congress. We now provide for more congressional review in this act and the same opponents now say "Let the President keep his longstanding authority." Exactly what is the President losing? According to my reading of this act, he has four Presidential representatives on the Salary Commission, with the controlling votes. As is well known, the President does have something to do with appointing his Cabinet, the Director of the Bureau of the Budget, and the Chairman of the Civil Service Commission. In addition, he will be represented on the Arbitration Board.

Furthermore, Congress has delegated authority to set wages totaling \$4.05 billion under the coordinated Wage Board system. The President does not have a personal representative sitting on those boards—he does have agency representatives, however. This act continues and expands on that same principle.

Second. This act places Congress in a meaningless and subordinate position.

Again, this is the same argument that has been used over and over again by the same opponents. This act strengthens and expands the congressional role in setting pay policy as compared to the 1967 act. This is the primary reason why the President opposes this act. The Chief Executive's idea of a good law is to give the President complete authority to set employee pay. I would be interested to know the viewpoints of the opponents of this bill to that proposal.

Let me quote the Deputy Director of the Bureau of the Budget on this matter of congressional versus Presidential control:

Although the Congress would be given the opportunity for review of the commission's pay determinations and those of the board through procedures similar to those contained in the reorganization statute . . . the President would . . . have no authority or responsibility to deal with this vital executive function. We believe this would be highly objectionable and unwise.

My position is clear: I believe the President has ample representation on the Salary Commission and Board—much more than he has under the coordinated Wage Board system. Furthermore, Congress has additional mechanisms for review through the Appeals Board and the final vote. This is a balance that should be maintained and continued.

Third. This act is discriminatory against certain employees under the general schedule.

This allegation deals with the section revising the step-advancement policies within the postal service. This change in policy is to attack a particular problem unique to postal employees.

It is a fact that the vast majority of postal employees remain in the same grade throughout their careers. The same cannot be said of classified employees. Further, only one in 100 postal employees gets promoted out of his grade annually. The comparable figure for classified is one in four. Thus, the facts are completely different for these two groups of employees when it comes to in-step advancement. In-step advancement is simply not relevant for advancement in the classified service—the same cannot be said for postal employees.

Therefore, a different policy is called for and this bill makes that policy. We provide for a particular solution for a particular problem. This is exactly the same situation in sections 6, 7, and 8 of this bill where we provide particular solutions to particular problems for other employees concerning remote worksites, overtime pay, and hardship allowances. These provisions do not affect postal employees but no one claims discrimination in these cases.

As a direct result of this change in in-step advancement policy, postal em-

ployees will receive an additional \$412 per annum effective October 1, 1969. In July of this year, postal employees received an average of \$298 per year raise. Classified employees received an average of \$825 per year raise. Even when we add the \$412 from the month of October onward, no one can believe that the classified employees under the general schedule will be shortchanged.

No representatives of the classified employees have ever said that the in-step advancement policies have been a serious detriment to hiring and retaining personnel. The reverse is the truth—all available evidence indicates that the movement within the civil service is very good and the advancement opportunities ample. If a different position is taken and the case made for that position, I am sure the Post Office and Civil Service Committee will give sympathetic consideration to a proposal to alleviate such a situation. To this date, no such action has occurred. It was for this reason that the allegations of unfairness toward general schedule employees was such a surprise to the members of the committee. It was assumed that we were alleviating a longstanding grievance that everyone agreed should be eliminated.

It must be clear to all Members that we cannot have a shotgun approach to solving personnel problems. We must solve specific problems with specific solutions. We cannot apply blanket solutions that do not apply to everyone. This is precisely what would occur if the in-step advancement policies were changed for the entire civil service. We would be solving a problem that does not exist.

Fourth. We have also discriminated against middle- and top-level supervisors.

This is untrue. In committee we resolved the major problems in conjunction with representatives of the supervisor employees. I refer my colleagues to page 42, lines 1 to 20 of this bill. This section rectified any temporary inequities that might occur. Furthermore, if any such problems do develop, I have been told that they will not number more than a few hundred from the more than 735,000 postal employees. This is a minor problem indeed.

Fifth. It is alleged that irregular committee procedures were followed in bringing this bill to the floor.

The identical complaint was lodged against this committee during debate in 1967. We find it repeated again. Let me just outline the procedures during which all kinds of testimony was heard, both pro and con, and during which time the opponents of this bill had an opportunity to be heard—and were in many cases.

On September 16, 17, 18, and 20, 1968, the Compensation Subcommittee heard testimony which was completely directed toward potential legislation during the 91st Congress.

Then, on June 16, 17, and 26, 1969, additional testimony was heard. This was continued on July 15, 16, 18, and 19, 1969. After 11 days of open, public hearings on this subject, the subcommittee reported the bill on July 22 to the full committee. This bill was before the members until August 7, at which time, by

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a vote of 22 to 2, it was reported for floor action. I do not believe that this action is indicative of haste or unfair activity. It is a typical record for any responsible committee of this House and I am sure my colleagues are aware of the work done by our committee over the years. We produce good legislation, notwithstanding the views of opponents of this bill.

Sixth. It is alleged that this bill is unduly inflationary and should not be passed for that reason.

This question has been raised every time Congress prepares to raise the salary of the Federal employee. The Federal employee is always the first to feel the effect of the inflationary spiral and the last to get relief. We too often forget that these are human beings—with wives, children and the same costs of living as the rest of us. Further, the Federal employee does not cause inflation. The causes, whether governmental or private in nature, are due to the war in Vietnam, the current lack of wage-price guidelines and an infinite number of related actions. All this bill does is say, "If inflation occurs in the private economy, and its effects are measured in the wages paid in the private sector, then the Government employee should have wages affected in the same manner and to the same degree."

This bill says we should help the employee offset the ravages of inflation—it is the least we can do as the employer.

One additional point should be made clear on this issue: The administration witnesses indicated that they would be willing to have two additional salary increases during the next 2 years. Their suggestion was July of 1970 and then January of 1971 and each January thereafter. We are proposing the same thing in this bill, with one exception: The first increase would be in January 1970, rather than July, a change of 6 months. So there is no substantial departure from the administration's position on this matter.

I would hope that my colleagues would review this bill carefully—in doing so, they will see the great care and work that went into this bill and will ultimately support it.

The CHAIRMAN. The Chair recognizes the gentleman from Pennsylvania (Mr. CORBETT).

(Mr. CORBETT asked and was given permission to revise and extend his remarks.)

Mr. CORBETT. Mr. Chairman, the bill which we are now considering is one that is of major importance and critical concern to all postal and other Federal employees. It is a real milestone in the long and often rough road we have had to travel here since 1945 in attempting to see that our Federal employees are paid decent salaries.

As one who has actively participated in every legislative pay raise effort for the past 25 years, I am very proud to be a cosponsor of this particular bill and I urge its prompt passage.

In brief, H.R. 13000 would accomplish two very important objectives which those of us who are charged with responsibility for Federal pay matters have long been trying to achieve.

First, the bill would set up a permanent system for adjusting the pay of all Federal employees, except those now covered by the so-called wage board system, in accordance with the principle of pay comparability which this Congress adopted in 1962.

Second, the measure would eliminate a very serious inequity in existing law which, in effect, requires a postal employee to serve an apprenticeship of 21 years before he can be paid the top pay for his work. The waiting period for receiving top pay is reduced in this bill to 8 years.

In addition, H.R. 13000 will give most postal employees a two-step pay increase effective this month to make up for their failure to receive an adequate adjustment last July when other Federal employees received far more, on the average, than the 4 percent which was given to postal workers.

Mr. Chairman, the problem of devising some type of permanent system for setting the pay scales for our large Federal workforce in a responsible, rational, and orderly manner is one that has concerned me and the members of our committee for many years.

For all practical purposes, all pay raises since the end of World War II until 1967 were awarded as separate acts of Congress on a "shotgun" type approach and most often only after long, bitter fights.

The first significant milestone was reached in 1962 when Congress adopted the very sound principle that the pay rates for Federal employees should be comparable to the pay rates of employees in private industry for the same types and levels of work.

However, it was really not until 5 years later—in our act of 1967—that we made a significant start in implementing this principle.

The Federal Salary Act of that year provided for a three-phase pay raise what was intended to bring Federal employees automatically closer to full comparability by July 1 of this year. Nevertheless, because of the timelag in gathering and assessing the pay statistics, Federal employees are still more than a year behind in achieving full current comparability.

The 1967 act set an extremely good precedent. It also proved that an orderly system for adjusting Federal salaries automatically and without excessive congressional involvement was not only workable but a much more preferred system.

In essence then, the establishment in H.R. 13000 of the Federal Employees' Salary Commission is a result of the successful operation of the Federal Salary Act of 1967 and H.R. 13000 also embodies most of the principles laid down in that act.

Mr. Chairman, I should like to emphasize that what we are attempting to do with this legislation is to keep the pay of Federal employees on the same level as the pay of employees in private industry. This is not a big giveaway in which Federal employees are being singled out for some type of preferred treatment. H.R. 13000 only establishes the machinery that will permit Federal workers to catch up and stay caught up

with their counterparts in the private economy.

I recognize, Mr. Chairman, that some Members have valid questions with respect to the mechanics involved in the operation of the Salary Commission and the Board of Arbitration. However, I believe that we should proceed as the bill is now written and, after a reasonable trial period of operation, if improvements and refinements are deemed to be in order, I am confident that our committee will promptly initiate them.

I would urge then that we enact this bill since it will go far in solving one of the most vexing problems that has consistently faced our committee and the Congress.

Mr. BRASCO. Mr. Chairman, will the gentleman yield?

Mr. CORBETT. I am happy to yield to the gentleman from New York.

(Mr. BRASCO asked and was given permission to revise and extend his remarks.)

Mr. BRASCO. Mr. Chairman, I strongly endorse H.R. 13000 and urge my colleagues to give this important piece of legislation their wholehearted support.

In 1962, the Congress enacted a landmark pay bill which established the principle that Federal employees should receive salaries comparable to their counterparts in private industry. It would be difficult to see how anyone could disagree with this sound policy because, to me, it is axiomatic that if we are to have good, efficient Government agencies we must provide adequate incentive to attract the best employees.

Unfortunately, in the years which followed, the principle of comparability was honored more in the breach than in the observance. It became clear to us that we must devise some system of pay setting which was isolated from the day-to-day exigencies of political maneuvering.

While it is incumbent upon us in Congress to establish basic pay-fixing policies, we are not well suited to the administrative task of determining and fixing pay schedules.

In 1967, we established a semiautomatic pay-fixing mechanism designed to bring Federal salaries up to comparability by this year. With a few exceptions, we were successful. However, we are now again faced with the prospect of exhausting and time-consuming annual fights over pay bills. It is my opinion that these annual fights are of no real benefit to Congress, the Federal employee, or the taxpayer.

Therefore, I am very enthusiastic about the approach contained in H.R. 13000. For the first time, we are presented with an opportunity to provide a mechanism for the automatic adjustment of Federal pay schedules.

The bill is carefully drafted to protect both the interests of the taxpayer and of the Federal employee. The Salary Commission established by the bill will consist of representatives from the administration and employee organizations. If any member of the Commission representing employee organizations disagrees with the findings, that member may refer the disagreement to a Board of Arbitra-

tion consisting of Members of Congress, and representatives from employee organizations, the Civil Service Commission, and the American Arbitration Association.

Congress will maintain ultimate control by retaining the right to veto recommendations of the Commission or Board within 30 days after the proposed salary rates are submitted.

There is another important aspect of this bill, Mr. Chairman. When the final adjustment of the three-step increase was announced earlier this year, postal employees were left out in the cold. Through the outdated process of the construction of pay schedules, postal employees were shortchanged by as much as \$300 a year. We all know that an emergency situation exists in the postal field service. Part of this emergency exists because of the new pay received by letter carriers and clerks, as well as other employees in the middle and lower levels of the postal service. This bill, therefore, provides emergency relief to those employees who were discriminated against in the last pay raise by providing that all postal employees in levels 1 through 11 be advanced by two pay steps. Simple equity demands that be done.

The bill will also reduce the amount of time it takes for a postal employee to rise to his top pay step. This provision is necessary in view of the extremely limited promotional opportunities in the postal field service, where some 80 percent of the employees retire in the same level they entered.

Taken as a whole, Mr. Chairman, this bill represents a tremendous step forward in Federal pay fixing policies. I am proud that I had a part in developing this legislation, and its passage will be a proud moment in the history of congressional concern for the dedicated employees of the Federal Government.

Mr. CORBETT. Mr. Chairman, I yield whatever time he requires to the gentleman from Iowa (Mr. Gross).

(Mr. GROSS) asked and was given permission to revise and extend his remarks.)

Mr. GROSS. Mr. Chairman, the gentleman from Arizona (Mr. UDALL) never spoke truer words when he said that this may be the last bill of this nature on which you will vote because the committee has written into this bill the same formula for voting on pay increases that were contained in the congressional, executive, and judicial pay bill. I do not need to remind any of you of the fate of those of us who attempted to obtain a vote on that bill earlier this year—in February to be more specific. We were defeated at every turn in our efforts to get a record vote in the House on that salary grab.

Mr. Chairman, I rise to oppose the enactment of H.R. 13000, which, by any objective standard, defies fiscal integrity and administrative commonsense. I point out to you in passing that if this bill is enacted, it will be the ninth pay raise for postal employees in 7 years.

The views that I express are detailed in the minority statement which accompanies the report on this bill. I take this time only to reemphasize features of the legislation which I feel are es-

specially offensive. The principle of pay comparability for Federal employees was established by the Congress in 1962. It is reasonable that employees of the Federal Government be paid salaries comparable to their working counterparts in private industry. In addition to stating this policy and incorporating it into law, the 1962 statute also provides for annual review of rates of pay in private industry to determine whether Federal employees remain on a comparable level and it instructs the President to make such recommendations for the revision of statutory pay schedules as he deems advisable. Now, for all practicable purposes, the President is to be written out and made a nonentity in this matter.

Since enactment of the 1962 law, there have been seven salary adjustments, all of them upward, for Federal employees. The final adjustment in July 1969, placed Federal workers at full comparability in keeping with the Bureau of Labor Statistics figures then available.

Mr. UDALL. Mr. Chairman, will the gentleman yield?

Mr. GROSS. I yield to the gentleman from Arizona.

Mr. UDALL. Mr. Chairman, the gentleman from Iowa chided me earlier just a little bit and I wanted to return the compliment. In the 1967 bill we gave to the President the power to make these computations in 1967 and 1968. I was quite moved by the words of the gentleman from Iowa in that debate here in this Chamber just 2 years ago. The gentleman said in that debate:

The committee would have Congress completely abdicate its obligations and responsibilities in the field of Federal salaries and it would, in effect, be giving the President a postdated blank check to be cashed in the future in any amount. In view of what has happened here lately, we cannot afford the luxury of such irresponsibility.

Today the gentleman says we are cutting the President out of this.

I wonder if the gentleman would comment on this seeming inconsistency.

Mr. GROSS. Mr. Chairman, I do not see any inconsistency at all. How many years ago was that?

Mr. UDALL. This was in 1967, in which bill we gave the President the power to fix the 1968 and 1969 pay raises, and the gentleman thought that was an outrageous thing. Now the gentleman says we are taking the President out of it entirely.

Mr. GROSS. I do not think I voted for the bill.

Mr. UDALL. The gentleman did not vote for it.

Mr. GROSS. I do not see anything inconsistent in my position.

Mr. Chairman, the bill we have before us carries the principle of comparability one step further. It is an important step which I urge all of my colleagues to consider. While the legislation restates in substantial form the present policy of pay comparability, it also states that it shall be the policy of Congress that "rates of pay shall be adjusted annually."

This departure from the policy of pay comparability is one which I regard as tremendously important and one which we should carefully examine.

Under the language of this legislation,

should it be enacted, the pay of each Federal employee in the four statutory pay systems would be adjusted each and every January 1, from this day forward. I might add that, while the "adjustment" can conceivably be downward, I choose to regard it as a euphemism for an annual salary increase.

The fact of the matter is, that under current law, each employee in the first three grades of the General Schedule receives an annual step increase in pay providing his service is satisfactory. And, under postal law, employees in the first six levels of the Postal Field Service also receive an annual step increase, also based on satisfactory service.

Why, then, is it necessary to destroy this incentive step advancement by replacing it with an automatic round of pay advancement each and every January 1?

Mr. Chairman, I call attention to other provisions of this legislation which recommend its defeat.

It denies the President any authority or responsibility in Federal employees' pay determinations. Under this bill, the Chief Executive would be powerless to deal with this vital executive function. The final recommendations of the Federal Employee Commission or the Board of Arbitration under this bill become effective without the President's recommendation and without regard to the national priorities established through his annual budget.

I do not subscribe to the proposition, advanced by the chairman of the Subcommittee on Compensation, that pay increases for Federal employees should be as "automatic as the payment of interest on the national debt." To suggest this analogy shows an unfortunate disregard for the role of the President, who is the head of the Federal Establishment and is responsible for managing the national debt and curbing inflation.

This legislation places the Congress in a subordinate and almost meaningless role in governing the tremendous expenditures required for Federal salary adjustments. The current annual expenditure for civilian and military payrolls is \$42 billion. This legislation will add to that figure in untold amounts, for even its proponents cannot foresee what the additional cost in January 1970 will be, and every January thereafter.

It is argued, Mr. Chairman, that under this bill the Congress has the final say on pay adjustments. I submit that the provisions which relate to congressional disapproval of salary increases are a sad rehash of the same scheme under which the salaries of Members of Congress can be increased without any opportunity for a congressional vote.

The pending bill provides for the submission of proposed salary adjustments to the Congress on February 1 of each year, and then gives either House 30 days in which to adopt a resolution or disapproval. In the opening days of a new Congress, the House committee having jurisdiction of such a resolution might not even be organized within this time period and, therefore, could not even consider a resolution—as we all learned when the recommendations of the Commission on Executive, Legislative, and

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Judicial Salaries were submitted early this year to the 91st Congress.

Mr. SCOTT. Mr. Chairman, will the gentleman yield?

Mr. GROSS. I am glad to yield to my colleague from Virginia.

Mr. SCOTT. As I understood the gentleman, he said this recommendation would come to the Congress on February 1. I call his attention to the statement that it is not later than February 1, and ask if it is his understanding that it could be submitted earlier than February 1?

As I look at page 32 of the bill I see the language:

Not later than February 1, 1970, and subsequent reports pursuant to such paragraph (5) not later than February 1 of each year thereafter.

The CHAIRMAN. The time yielded by the gentleman from Iowa has expired.

Mr. GROSS. Mr. Chairman, I yield myself 2 additional minutes.

Mr. SCOTT. I submit this could be submitted on January 1, and then we would have 30 days in which to veto the proposal. That makes it even worse than the gentleman just said.

Mr. GROSS. Yes. Under the terms of the language the gentleman cited that is so. I take it, however, that we would expect some time to be consumed in January in the preparation of the recommendations. But the whole ball of wax might be put together before January 1 and announced immediately thereafter. It is entirely possible.

Mr. Chairman, by authorizing windfall pay increases retroactive to the first of January of each year, this legislation will require annual supplemental appropriations of hundreds of millions of dollars and will adversely affect any annual budget of the President.

I call attention to the fact that in only one bill, the congressional house-keeping bill, among those that have been passed by the House thus far in this session, has there been any provision for the salary increases. Not one other appropriation bill has included the salary increases that went into effect the first of this year, and thereafter.

Mr. Chairman, this legislation is so defective and poorly conceived that I will not reiterate all of the comments which the gentleman from Illinois (Mr. DERWINSKI) and I have set forth in our minority views, as part of the committee report.

I would emphasize that on July 23, 1969, the Civil Service Commission expressed firm opposition to the enactment of this legislation citing some of the reasons which I have already stated. The Bureau of the Budget furnished similar views at the same time.

I would hope, Mr. Chairman, that the House would reject this legislation. Should it be approved by both Houses and sent to the President, he would, in my estimation, have more than sufficient reasons for exercising his veto powers.

Mr. UDALL. Mr. Chairman, I yield such time as he may desire to the gentleman from Montana (Mr. OLSEN).

(Mr. OLSEN asked and was given permission to revise and extend his remarks.)

Mr. OLSEN. Mr. Chairman, I think this is probably the most practical pay bill that has been presented to the Congress. I recollect with our subcommittee chairman, the gentleman from Arizona (Mr. UDALL), that great objection was made that the President was setting the salaries for people in the 1967 Pay Act. I can understand that that had to be done in 1967, but we were talking about higher salaries than the comparability salaries here. We were talking about the rank and file of the Federal employees as well as the Congress there, but in that instance of the Congress we felt that the President should be the one to make the recommendation on our pay. In this instance, however, in this bill, the pay of the letter carriers and postal clerks and other employees in the Post Office Department and the classified workers in the general service can be a much more mechanical thing. There is nothing so urgent about whether the date should be February 1 when the decision must be made. However, I think that is convenient enough, because the mechanics are that the Bureau of Labor Statistics sends these proposals to this Commission and it must be done by January 1. It can easily be done. The Bureau of Labor Statistics is working every day at the proposition of what the pay should be in these classifications. The Commission can only meet for a very few days in January to determine that they will adopt the mechanical findings of the Bureau of Labor Statistics. Now, the real quality of this system is that it is absolutely mechanical and has been every year. It has all of the emotion taken out of it where there is a really big increase. Our big fault in the Congress is we have delayed pay raises for such lengthy periods that the increase becomes big and it becomes so big that it becomes a big political issue and a very hot one. What we want to do is make it a very logical thing if we are being truthful with our employees, and I hope we are. If we are really being truthful with our employees, we are telling them that they will be paid comparably to private enterprise.

That being so, we should engage the mechanical facilities of the Bureau of Labor Statistics to do this. I do not find that far removed from the very system we have in the Committee on Public Works. In that committee when we talk about highways, do we talk about the thickness of the concrete? No. Do we talk about the width of the highways? No. The mechanical thing about what we appropriate for the highways of America is decided by the Department of Transportation. We do not go into these details in the Congress. I think we ought to make the salaries of Federal employees just as remote, that is, that they be dependent upon the Bureau of Labor Statistics findings and that we say and do today exactly what we have said for at least 6 years in my time here; namely, that we are going to compete at comparable salaries for employees in the Federal Establishment with those in the private establishment.

Now, Mr. Chairman, there has been some conversation about revenue, the revenue particularly in the Post Office Department.

I want to advise this House that we proceed as much and as often as we can with the postal rate recommendations of President Nixon. I want you to know that I am there but on occasion I do not get a second Member. When I do not have a second member at committee hearings, I adjourn the hearing. Now, when there are two people at the hearing, we shall proceed and we will have a Revenue Act. This is a message to the Postmaster General as well as to my colleagues here. All we have to have is two people at postal rate hearings and we will proceed and we will clean it up rapidly and then we will proceed to a mark-up of the bill, depending upon the question of a quorum in that subcommittee.

Mr. DERWINSKI. Mr. Chairman, will the gentleman yield?

Mr. OLSEN. Certainly I yield to the gentleman from Illinois.

Mr. DERWINSKI. Perhaps the gentleman would agree with me that what he should do is recommit this bill back to the committee and cooperate with the gentleman so that his Rate Subcommittee will move a rate package that will at least partially defray the cost of this bill.

If that was the gentleman's suggestion, I would be glad to join him in that sort of maneuver.

Mr. OLSEN. That is a very rank suggestion, because we have had meetings now since June on this question of revenue and there is not any enthusiasm on your side of the aisle for that revenue increase. When you get some enthusiasm over there, we will continue to meet and we will pass a bill. But you have got to get some enthusiasm generated on your side of the aisle.

Mr. DERWINSKI. We have had enthusiasm.

Mr. OLSEN. It has not reflected itself in the attendance at the hearings.

Mr. DERWINSKI. If the gentleman will permit me to compliment him on one other point he made, the gentleman pointed out the need for comparability with private enterprise. We are trying to do this with the postal corporation concept. We have been heartbroken that we have not been able to reach this wonderful goal in the House committee.

If the gentleman would have cooperated we could have had that enacted a long time ago.

Mr. OLSEN. I think that through Postmaster General Blount's proposed corporation it would defeat the best interest of the employees in the manner of pay for the postal employees. Over the years there has always been opposition to an increase in pay and improvements in working conditions of the postal employees. It is only because the Post Office and Civil Service Committee has voted for the employees that we have as good Post Office Department as we have right now.

Mr. WALDIE. Mr. Chairman, will the gentleman yield?

Mr. OLSEN. I am happy to yield to the gentleman from California.

Mr. WALDIE. Mr. Chairman, I want to comment that to the extent that there is generated enthusiasm on the other side of the aisle for a postal rate in-

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crease, you will have to offset that in terms of this one Member.

Mr. DERWIN: Mr. Chairman, will the gentleman yield further?

Mr. OLSEN: Yes, I yield further to the gentleman from Illinois.

Mr. DERWIN: Mr. Chairman, I have asked the gentleman to yield for one polite observation.

Mr. OLSEN: Certainly.

Mr. DERWIN: Mr. Chairman, I wish to help the gentleman clear up today's RECORD. I hope the gentleman was not inferring when he said that no officials of the post office Department had ever been interested in this matter, that he was not casting aspersions at outstanding men such as former Postmaster General's O'Brien, Grounski, and others who have served in that capacity?

Mr. OLSEN: No; I included them. They opposed all improvements, too. It was only the committee and the Congress of the United States that came to the rescue of the postal employees and the others by way of across-the-board increases for them and the classified employees of this Government.

Mr. GROSS: Mr. Chairman, I yield 10 minutes to the gentleman from Virginia (Mr. Scott).

(Mr. SCOTT asked and was given permission to revise and extend his remarks.)

Mr. SCOTT: Mr. Chairman, I find myself in somewhat of a dilemma over this bill because I do not wish to vote against any salary bill for Government employees. Yet, I do not think, in its present form, this is a good bill.

We have a recommendation against the bill from the Bureau of the Budget, from the Post Office Department, from the Civil Service Commission, and I have discussed the matter with the president of one of our big unions, and he feels that Government employees, other than postal workers, are being discriminated against in this bill, as I do. And yet I hate to oppose any salary bill as far as Government employees are concerned. Therefore, it does constitute a dilemma.

Mr. OLSEN: Mr. Chairman, will the gentleman yield?

Mr. SCOTT: Yield to the gentleman from Montana.

Mr. OLSEN: Mr. Chairman, I might say to the gentleman from Virginia that not very long ago I spoke to the head of the American Federation of Government Employees, and he told me that I could quote him as saying that he is not supporting and does not advocate a single amendment to Mr. UDALL's bill.

Mr. SCOTT: It is my understanding that you are talking about John Griner, and that John Griner told you he favored the postal employees getting a pay increase, but not the classified workers; is that right?

Mr. OLSEN: I am telling you just exactly what I said to me. He said he was not opposing and was not proposing a single amendment.

Mr. SCOTT: Obviously he is not proposing any amendment, he is not a Member of this body, he does not have any authority to propose amendments.

Mr. OLSEN: Let me put it in the absolute context in which he gave it to me: He wanted me to know that he did not

ask anybody to put in an amendment, and that he was not lobbying for an amendment, and that he was not in any way going to lobby for the support of an amendment to Mr. UDALL's bill.

Mr. SCOTT: Mr. Chairman, I thank the gentleman.

Mr. Chairman, this bill includes the establishment of a Salary Commission. Under the bill the Salary Commission reports to the Congress not later than February 1, 1970. It could be that its report would be submitted as early as January 1, and its recommendations as to salary adjustments become effective as of the first of the year, or earlier. Adjustments can be made retroactive if the Commission in its discretion decides to do this. And they become effective unless vetoed by one or the other of the bodies of Congress.

Mr. Chairman, we do not work that fast, especially on the odd years, when we are attempting to organize the Congress. It is my recollection that this year the House Committee on Post Office and Civil Service did not hold any meetings, prior to February 20 when an organizational meeting was held.

If the same situation should exist 2 years from now, and a report be submitted as of the middle of January, we would not have met by the time that the 30 days provided in the bill within which we could veto the proposal.

Now, any raises that might be authorized under this bill, any raises that the Commission might recommend, would not be budgeted, because the budget is prepared prior to the beginning of the calendar year.

We are talking about more than 2 million civilian Federal employees. We know that the law provides that the military shall have pay increases when the civilian employees are increased. We have 3.4 million military employees. So we are talking about adjustment of salaries of 5.4 million people without any amount being budgeted, and this would be done each year.

It seems to me that this Congress over the years has delegated too many functions to the executive branch of Government. It seems to me that we should retain our authority over the budget and over the appropriation process, to permit a commission to establish salaries that effect 5.4 million employees, civilian employees as provided in this bill, and military personnel because of other legislative acts without the Congress acting upon it just appears to me to be unwise.

Mr. Chairman, this bill provides for increases in pay for postal workers over and above what might be recommended effective the first of each year for all Government employees.

Let us just look back for a minute at the postal workers. Actually, they have not done badly.

They received a 6-percent pay increase on October 1, 1967; a 5-percent increase on July 1, 1968; a 4.7-percent increase on July 1 of this year. Under the bill, they would receive a two-step increase on October 1 of this year. It would be retroactive back until October 1. They would receive any increase provided by the Commission as of January 1, 1970, and

accelerated within-grade raise as of July 1, 1970. In other words, the time for the step-within-grade raise would be reduced from 1 to 3 years, to 26 weeks or half a year or to 52 weeks or 1 full year.

Mr. Chairman, I am considering two amendments to this bill.

One amendment would be to provide that the report of the Commission shall be recommendations only and not binding upon the Congress and would not have the force of law until the recommendations went through the regular legislative process.

I think it is a fine thing to have a commission which will advise the Congress, but I do not want to see the Congress delegate its authority over Government salaries, over the budget and over the appropriations. This is a legitimate function of the Congress which I feel should be retained. In my opinion it is in the interest of the people of the country. I believe it is in the interest of the Government employees for them to be able to come to us, their Congressmen, to present us their views and then have us be responsible to them and to the people who sent us here to the Congress to represent them.

The second amendment which I am hesitant to offer would delete the provisions for postal pay raises. I feel that all Government employees should be treated in the same manner.

I had considered offering an amendment to give the same increase provided for postal workers to the classified workers, to medical personnel in the Veterans' Administration and Foreign Service employees. But this would not be fiscally responsible. It would involve too much money going out of the Treasury and could not be justified to the public. If it is not fair to give it to all Government employees—additional pay increases—then in my opinion it is not fair to give these extra increases to the postal workers.

I shall speak briefly when the amendments are offered, but gentlemen let us be fair to all Government employees and fair to the taxpayers when we are considering this legislation.

Mr. UDALL: Mr. Chairman, I yield 3 minutes to the gentleman from Hawaii (Mr. MATSUNAGA).

Mr. MATSUNAGA: Mr. Chairman, I rise in support of H.R. 13000, the Federal Salary Comparability Act of 1969.

As a member of the Committee on Post Office and Civil Service in the 89th Congress, I was privileged to be in the vanguard of the fight to bring full comparability to our loyal Federal workers across the country. The Federal Salary Act of 1967, which projected the principle of comparability for a limited period into the future and provided for automatic pay adjustments in 1968 and 1969, was a direct result of that early effort to bring Federal employees' salaries in line with private industry pay rates.

Experience has clearly demonstrated, however, that comparability is not a static goal, which, once achieved, may be forgotten. Whether we accept the fact or not, ours is a dynamic and growing economy. This means that the workers in

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private industry will share, along with management, the increased fruits of their labors as time lapses. To keep our Federal employees abreast of their counterparts in the private sector, we must institute a program whereby full comparability will be a continuing objective.

H.R. 13000 provides for just such a program. Through an 11-member Federal Employee Salary Commission, Federal employees who come under the four statutory pay schedules, general, postal, foreign service, and physicians, dentists and nurses hired by the Veterans' Administration, would have their pay rates adjusted as necessary under a permanent method. The Commission would be empowered to make salary comparisons, determine salary schedules and submit them to Congress. A proposed salary adjustment plan would be submitted to Congress on February 1 of each year, and the House and Senate would have 30 days in which to reject or revise it. If Congress does not act, the plan would become effective without further action after the 30-day period expires.

The proposed Commission would be composed of representatives from the executive branch and from Federal employee organizations. In the event of disagreement over any Commission decision on the adjustment of the rates of Federal employees' pay, a seven member Board of Arbitration, made up of two House Members and two Senate Members and representatives from the executive branch and employee organizations, would review the disputed decision. The decision of this arbitration board would be final and binding.

Mr. Chairman, the legislation we are considering is also designed, in a sense, to accomplish comparability within the Federal service. It would provide for the acceleration of step increases for postal workers. If the Post Office Department is to meet the increasingly heavy demands placed upon it, something must be done, and soon, to halt the alarming separation rate that has plagued the Department. Although the reasons for the 1967-68 separation rate of 45 percent for postal workers may be many and varied, the low level of pay and the discouraging system of advancement probably is the principal reason for the high turn-over rate. It now takes a postal worker 12 steps and over 21 years before he finally reaches the top pay level for his grade. After he gets there, the postal worker has little to make him happy, for the Bureau of Labor Statistics will tell him that he is earning about \$1,900 less than the minimum standard for a moderate standard of living.

H.R. 13000 would permit a postal employee to move up to the top of the pay schedule in 8 years. It would also provide a pay increase, effective October 1, 1969, by advancing every postal worker below grade PFS-12 two steps. Higher level employees—PFS-12 and above—will be given earned step advancement on July 1, 1970, as their first step in the acceleration program.

It is for this equity, if none other, which H.R. 13000 will accomplish that this bill deserves our support.

Mr. GROSS. Mr. Chairman, I yield 5 minutes to the gentleman from Virginia (Mr. BROTHILL).

Mr. BROTHILL of Virginia. Mr. Chairman, I rise in support of the pending legislation. I associate myself with the remarks made by my colleague from Virginia (Mr. Scott) in that I, too, regret that we seem to have discriminated somewhat in this legislation insofar as the classified employees are concerned. But I do not begrudge the additional pay raise that is being granted for the postal employees. In fact, they need help. They are most deserving, and I commend them, and particularly their efficient organizations for the effective work they have done in bringing this matter to the attention of the Congress, in order for us to perform the work that we have been able to do so far.

I do hope, however, that in due course we can perfect this legislation, particularly when this Commission meets, as soon as it meets, in order to correct the inequities which already exist in the classified schedule, particularly those in the lower grades, 1, 2, and 3, that did not receive a proper increase the last two times around.

Mr. Chairman, the main objection to this legislation—in fact, the only real objection to the legislation—is that of cost.

Of course we have some objection so far as the distribution of the benefits, but the real problem concerning the legislation is the cost itself. The cost of government obviously is of concern to all of us—or it should be of concern. The dangers to our economy are real. We do not need to be reminded of the problems of inflation, high interest rates, tight money, and high taxes. We have been debating those problems for many months.

But, Mr. Chairman, the legislation we have before us is not the type of legislation that created these problems. This bill is a result of these economic problems. In fact, the problems of inflation and high cost of living have necessitated the legislation which we have before us.

Mr. Chairman, we can liken ourselves to the managers of any business, and we are managers of a big business. The Government is the biggest business we have. We are playing the role of personnel managers, and we have the responsibility and the problem of competing with other businesses, or private industry, insofar as employees are concerned and of obtaining efficiency and adequate qualifications in employees. We cannot compete properly with low wages. Any successful businessman can tell us that. We have to compete for the efficient and more qualified employees, and we cannot do it at bargain-basement prices for those employees.

The Congress has recognized this many years ago. We have stated it in legislation many years ago. In fact, in 1967 in the pay act of that year, we directed the executive branch to come up with pay scales that would be comparable with those in private industry.

So, Mr. Chairman, if we want to cut costs, and I think all of us recognize that is a problem of Government, the way to do it is to cut personnel, to cut out the

agency, or reduce the number of Government programs, or do not create the new agency and new programs to start with. Every time we vote for a new program, we cause new employees to be hired, we cause new costs to be involved. If we want to economize after creating those programs, after we vote for new agencies, we cannot then do it by holding down the proper wages and salaries of the employees, by paying so-called sweatshop wages. To me, Mr. Chairman, this would be simply pennywise and pound foolish.

We have had this same argument over and over again every time a pay raise proposal has come up. We have had our colleagues in all sincerity saying that we cannot afford the increase, that we should vote down the bill, or that we should cut it down. This has happened several times during my years as a Member of this body. Yet I wonder what would have happened if the wishes of the opponents of such legislation in the past had prevailed. I think there is no question but that we would have had real chaos so far as the personnel structure of our Federal Government is concerned.

Mr. Chairman, if we can help many people in this country who are unemployed, and many of whom are not willing to work, then, certainly, we can afford decent wages for the employees of our Government who are willing to get out of bed and go to work in the morning.

Mr. Chairman, I think it is deplorable that in our postal service we would permit a person after working 21 years to receive a salary that is \$1,864 less than what is considered a minimum standard of living. According to the committee report, a father of a family of four after 21 years of service could not afford a new suit of clothes once every 4 years. An employee after 4 years of service would receive only \$111 more than what is considered a low standard of living.

I submit, Mr. Chairman, the American people are willing to pay a proper wage and salary for employees. They can well afford it. I am in complete agreement with the gentleman from Illinois that insofar as postal salaries, the users of the postal service should be willing to pay. I would hope the committee will report out a bill sufficient to raise the rates so as to pay for the cost of this pay increase. If we want to economize and we want to cut Federal costs, I suggest we do so in many other places, but not in the standard of living and the living conditions of our Federal employees.

Mr. GROSS. Mr. Chairman, I yield such time as he may consume to the gentleman from Washington (Mr. PELLY).

(Mr. PELLY asked and was given permission to revise and extend his remarks.)

Mr. PELLY. Mr. Chairman, again the House must consider legislation, part of which I find fully justified, meaning the increase in pay for Federal workers, but part of which I strongly oppose, such as establishing a Commission to adjust salaries of certain Federal employees on the basis of comparability with private industry.

Mr. Chairman. I think previous speakers have fully justified the need for a pay increase in line with the cost of living and in line with comparable industry salaries so I will not address my remarks to that.

On the other hand, as I did on a previous occasion in 1967, I must express my strong opposition to having Congress abrogate its constitutional responsibilities on Federal pay rates.

In 1967 I voted to recommit the bill because of the Commission to set congressional salaries, and in due course what I feared would happen did indeed occur. Members received a substantial pay increase without going on record as to how they voted, which would have been the proper way to have acted.

Therefore, Mr. Chairman, when an amendment is offered to strike the Commission portion of the bill, I shall support the move. However, if such an amendment does not prevail, I shall support any move to induce the committee to come back without such a provision for a salary commission.

Frankly, Mr. Chairman, I do not think the President or the United States will approve of this legislation with such a provision in it. In no uncertain terms he indicated his opposition.

As I say I will vote for recommital, but if that motion does not prevail, I will vote for final passage of the bill as necessary to sustain the likelihood of our Federal workers, but I shall remain opposed to the proposed Commission. In addition, Mr. Chairman, if the President vetoes the bill on this provision, I shall vote to sustain his veto.

Mr. GROSS. Mr. Chairman, I yield 1 minute to the gentleman from Maryland (Mr. HOGAN).

(Mr. HOGAN) asked and was given permission to renew and extend his remarks.

Mr. HOGAN. Mr. Chairman, I should like to associate myself with the remarks of my colleague from Virginia (Mr. BROTHILL) and Mr. SCOTT.

I believe it is extremely unfortunate that the other classified Federal employees are not included in this pay raise. I hope that, if an amendment is not carried today to effect that result, Congress will promptly correct this inequity.

I share the concern expressed about inflation. I agree spending is one inflation. But it is unfair that Federal employees be called upon time after time to bear the brunt of inflation while no one else does.

I am a standard advocate of reduced Government spending, but I believe it is unfair for Federal workers to be called upon to make sacrifices when no other segment of the economy is.

Mr. Chairman. I am pleased to be a cosponsor of this bill and a member of the subcommittee headed by Mr. UDALL, I support H.R. 13000 because I consider it a major milestone in civil service legislation.

Just a few weeks ago, this body overwhelmingly approved the civil service

retirement bill, H.R. 9825—of which I was also a cosponsor—to assure a decent retirement income to career civil servants. After telling these Government workers that we think they are valuable, dedicated, and deserving of these retirement provisions which will assure them a decent income after retiring, it would be sadly ironic if we were now to turn around and reject H.R. 13000, in effect, saying we do not think they are deserving of assurances of a decent wage during their period of active service to the Government.

I support all of the provisions of the bill before us, including the immediate pay raise to most postal workers; reduction of the period postal workers must wait for within-grade increases, permitting them to receive maximum pay in their grade in 8 years instead of 21; premium pay for certain employees for Sunday, night, holiday, and overtime hours; \$10 a day allowance for employees commuting to remote worksites; and an allowance to Corps of Engineers employees who are prevented from carrying on their operations by circumstances beyond their control.

However, I am particularly proud of the features of this bill which provide for a permanent method of pay adjustment which will assure all Government employees a fair and just wage, in line with their counterparts in private industry and taking into consideration inflationary trends.

As a member of the Subcommittee on Compensation, I have had an opportunity to hear firsthand the details of numerous arguments in favor of the annual review and adjustment of pay rates for Federal employees, as well as alternative recommendations for the implementation of such a program. The results of the subcommittee's assessments and those of the full committee of these recommendations are in the bill before you.

Briefly, an established Salary Commission and a Board of Arbitration would perform the functions relating to the establishment of pay comparability which are now performed by the Bureau of the Budget and the Civil Service Commission.

The Salary Commission, whose members will be designated by the administration and employee organizations, would be responsible for prescribing the scope of the comparability survey to be conducted annually by the Bureau of Labor Statistics, and on the basis of that survey, would recommend exact rates of pay for each of the several salary schedules.

The Board of Arbitration, comprised of Members of Congress, representatives from employee organizations, and the Civil Service Commission, with a member of the American Arbitrators Association as chairman, would review the Commission's recommendations as well as any disagreeing views, and make the final decision on the rates of pay to be recommended for the particular year involved.

The rates recommended by the Commission and the Board would be reported to the Congress, and will go into effect

automatically in January of each year unless vetoed by the Congress.

On behalf of all U.S. Government employees, I urge your favorable vote on H.R. 13000.

Mr. UDALL. Mr. Chairman, I yield such time as he may consume to the gentleman from New Jersey (Mr. DANIELS).

(Mr. DANIELS of New Jersey asked and was given permission to revise and extend his remarks.)

Mr. DANIELS of New Jersey. Mr. Chairman, I rise in support of H.R. 13000, the Federal Salary Comparability Act of 1969. I wish to associate myself with the distinguished gentleman from Arizona, the chairman of the Subcommittee on Compensation and the floor manager of this bill. He did a very outstanding job. He explained in detail and with much clarity the most important parts of this bill. Anything I might say in addition thereto would be superfluous.

This legislation will, once and for all, provide the method by which Federal employees will receive salaries comparable to salaries in private industry; thereby satisfying the promised pay policy of 1962 and 1967 of equal pay for equal work.

Although the policy was set in the Pay Act of 1962, it was not until the Landmark Act of 1967 that a precedent was set for a system to establish true comparability.

However, it was apparent from the testimony presented to the committee during hearings this year that three major problems existed under the 1967 method of ascertaining private industry salaries. The time lag between the time that the Bureau of Labor Statistics survey was taken and the reflection in salary was approximately an 18-month lag. The second complaint was bias that was built into the survey by the Civil Service Commission and the Bureau of Labor Statistics by not properly comparing equal positions in the Federal Government with those in the private sector. Finally, one of the greatest inequities that has ever plagued a Federal employee is the inability of the postal employee—letter carriers and clerks—to advance in his profession.

Mr. Chairman, the Pay Act of 1967 was a major triumph, and I believe with H.R. 13000 we can remedy the shortcomings of the 1967 act.

H.R. 13000 provides a permanent means for the automatic annual adjustments of the rates of pay of Federal employees under the general schedule, the postal field service schedule, the Foreign Service schedules, and the schedules for physicians, dentists, and nurses in the Veterans' Administration.

A Salary Commission and a Board of Arbitration is created to perform the functions relating to the establishment of pay comparability which now are performed by the Bureau of the Budget and the Civil Service Commission.

The Commission will have members designated by the administration and employee organizations. The Board will be made up of Members of Congress and representatives from employee organizations, the Civil Service Commission, and the Chairman, who will be selected

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from among the membership of the American Arbitration Association.

The Commission shall be responsible for prescribing the scope of the comparability survey to be conducted annually by the Bureau of Labor Statistics, and on the basis of that survey, will recommend exact rates of pay for each of the several salary schedules.

Any member of the Commission representing employee organizations, who disagrees with the rates recommended by the Commission, may ask that the matter be sent to the Board of Arbitration. The Board of Arbitration is responsible for making the final decision on the rates of pay to be recommended for the particular year involved.

The rates recommended by the Board or the Commission will be reported to the Congress and will go into effect automatically unless vetoed by the Congress. The rates will go into effect in January of each year.

A report on the proposed rates of pay is to be submitted annually to the Congress by February 1, but shall become effective in January each year unless Congress, within 30 days after such rates are submitted, vetoes the proposal.

Mr. Chairman, as I stated earlier, the postal employee has suffered gross inequities. It is important to remember that opportunities for advancement for the majority of the postal workers are extremely limited. Practically all letter carriers that remain in the postal service retire as letter carriers. Shocking as it may seem, the same letter carrier must serve a 21-year apprenticeship before he can be paid the top salary. I challenge anyone to show me an employee who has as limited a chance for advancement and also cannot receive top pay for his trade or profession in at least an 8-year period.

We must remedy this serious problem before it is too late. I cannot but help think that one of the major reasons for the shortcomings in the Post Office Department today is the lack of employee morale and harmony. It is vital for an employee to know that he has an opportunity to advance in position or at least to the top of his position in order for him to accept and initiate responsibilities.

According to the Bureau of Labor Statistics, a letter carrier, PFS-5, level 4, earns \$111 a year more than the standard set for a low standard of living. Unless we provide a system for these employees to establish self-esteem and pride, we will never solve the problems of employee morale and turnover.

Mr. Chairman, section 4 of H.R. 13000 will reduce the within-grade waiting time for advancement of postal employees, steps 2 through 7, for 52 calendar weeks to 26 calendar weeks. The period for employees in steps 8 and above is reduced from 156 calendar weeks to 52 calendar weeks. This provision will become effective on July 1, 1970.

Section 5 of the bill would grant postal employees in levels 1 through 11 an advancement of two steps, effective the first pay period of this month. This would help make up for the inadequate pay raise of 4 percent that postal employees received in July, while other Federal em-

ployees received a much larger percentage. Ironically, the postal employee raise was not as much as the cost-of-living increase this year—is this reasonable or fair?

Mr. Chairman, with all candor, we must compensate our loyal Federal employees in a manner that is responsive to their needs and comparable with salaries in private industry.

I, therefore, cannot be overzealous when I say this legislation is immediately needed.

Mr. GROSS. Mr. Chairman, I yield 10 minutes to the gentleman from Illinois (Mr. DERWINSKI).

(Mr. DERWINSKI asked and was given permission to revise and extend his remarks.)

Mr. DERWINSKI. Mr. Chairman, I associate myself with the gentleman from Iowa (Mr. Gross) and call the attention of the Members to our minority views.

Since those views were prepared some time ago, I took the occasion, over the weekend, to review them. Everyone of us has a pride of authorship.

Just to be objective, however, I glanced over the report itself, written by the majority, and I found those views quite revealing. As a matter of fact, the deeper I probed through the report the more I was convinced our minority position was correct.

There are some interesting statements I should like to point out.

For example, the very basic purpose of the bill should cause us to stop and think. We are told in the very opening paragraph of the purpose of the bill, that this sets up a permanent method of adjusting the pay of Federal employees.

What we are really saying is—this is one of the key issues—we are taking from any Chief Executive, regardless of his political party, the control over wage scales of Federal employees.

I wonder how many corporate presidents find themselves in the position where they would have no control whatsoever over the pay scales in their companies.

All through the report the majority keep referring to "adjusting" pay scales.

The real wording that should have been used is "raising pay scales."

Adjusting is merely a diplomatic word. Can you imagine the situation, the furor, in the House Committee on Post Office and Civil Service, if this Commission which is to be created, and the arbitration board between them produce a recommendation that the pay scales should be adjusted downward? At that point you would have an eruption that would make Mount Vesuvius look like a piker. I mention this because it is merely a fact of life.

Also, Mr. Chairman, having worked long and hard and struggled as a minority member of the Committee on Post Office and Civil Service, I have often advocated that what we should do especially in the Post Office Department but also in any other department for agency is for some formula to be determined on a regional basis, taking into account the regional variation in the cost of living. It may be true—and it is true—that the Post Office employees in

New York City, Washington, and in the Chicago area, which I represent, suffer adversely in comparison to people in similar positions in private industry. However, this is not necessarily true in most of the rural and sparsely populated areas of the country. In fact, in many of the small towns the postmaster and the one or two post office employees are among the upper-middle-class citizens in terms of income. Yet there is no practical adjustment in any phase of the Federal pay scale in order to allow for the cost-of-living difference in high-cost areas such as Chicago, New York, and other cities.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield?

Mr. DERWINSKI. Yes. I yield to the gentleman.

Mr. WILLIAM D. FORD. I would like to compliment the gentleman for once again, as he did in 1967, supporting our proposal for area pay differentials for postal employees. The gentleman will recall with his support we did pass such a provision in the pay bill of 1967. We lost that provision of the bill in the other body with the explanation that the authority was already in the law to provide pay differentials for high-cost-of-living areas and that the administration, if it chose to do so, could exercise this authority, thereby relieving employees in districts such as the gentleman and I represent, in relatively high wage areas. I wonder if the gentleman will indicate to us what the current administration's attitude is toward using the power it has under the law now to afford relief to employees in big cities such as Chicago, Detroit, and New York.

Mr. DERWINSKI. In answer to the gentleman's question, I cannot speak for the Postmaster General or the administration as to whether or not their interpretation of the situation is the same as the gentleman from Michigan provides. However, it is accurate to point out, I believe, that the Postmaster General, the overworked, frustrated man he is, has been so preoccupied in trying to produce his version of postal reform that perhaps this potential adjustment has not been properly called to his attention. I think we should appoint ourselves as a committee of two to call on him shortly and see if we cannot make this adjustment. It might be a good argument to stop this bill in the Senate.

Mr. WILLIAM D. FORD. I thank the gentleman for that observation. I would be very happy to join with him in his suggestion that we appoint ourselves as a committee of two to do this and suggest that if we were successful as a committee in getting the Postmaster General to take a position on this issue, we would be establishing a new first for this administration.

Mr. DERWINSKI. I think this administration has taken a lot of positions. The only problem this administration really suffers from is that its unusual diplomatic and governmental concepts are not completely appreciated by the majority which controls the Congress. After all, it is a frustrating thing that we all go through. I know myself, serving on this committee for 7 years, and rarely

on the prevailing side. Everybody cannot take the easy road to popularity.

However, Mr. Chairman, I am being distracted from my main point, which is that H.R. 13000 is hardly the finest bill ever produced by our committee. I hope in the process of attempting to amend it we can do something to it. I must add that the gentleman from Iowa (Mr. Gross) and I are not too optimistic as to that possibility. In fact, in our minority views we stated it was so defective it could not be amended. I think that is a statement everyone would admit is quite honest and for the right. However, I feel we will test the people handling the bill with some amendments. Perhaps a few of them will suddenly strike them as being worthy of some attention.

I do not think you could improve this bill to the extent to make it passable. I also have no illusions though as to what the final vote would be.

Mr. Chairman, one other point that I think has to be made and that is the tendency of members of the legislative branch to indulge in inconsistencies ever so often. We hear this big hue and cry about surrendering our prerogatives to the Executive and we also hear the same complaint about the Executive surrendering its power to the legislative and vice versa.

In this bill we ask both the Executive and the legislature to give up control over Federal salaries, wages, and further adjustments to the Board. And, even though the Board would have some relationship to political reality, it is really a double abdication of authority. In other words, the Congress is willing to surrender and the administration would be forced to surrender and I cannot help but wonder what success, if any, this bill would have had in the case had the occupant of the White House had the initials H.H.H.I. that this bill would not have been subject to hearings and I have a sneaking suspicion that this bill has been held captive in the Rate Subcommittee but which should have been cleared by this time—there would have been an entirely different picture.

I want to emphasize that I would not think of casting any political aspersions upon the distinguished gentleman from Arizona.

Mr. UDALL. Mr. Chairman, will the gentleman yield?

Mr. DERWINSKI. I yield to the gentleman from Arizona.

Mr. UDALL. I regret the cynicism of my friend, the gentleman from Illinois. It is unbecoming. It is unlike him. He knows as well as I know the fact is that every administration and every Postmaster General, Democrat or Republican, has voted against enacting pay raises for postal employees. The budget considerations have always prevented them from being for compensation.

I was called down to the White House 2 years ago because I helped draft the 1967 pay bill and was chastised and castigated at some length and, in effect, accused of budget busting. I suggest that if the same thing had been true this year and if the President's initials were H.H.H., I still would have been chastised

and castigated again. I do not think the President has any business in fixing the policy. I think the Congress ought to fix the policy and that is what this bill does.

Mr. DERWINSKI. In recognition of the gentleman's tremendous ability and the logic which he usually shows, it seems that we should heed the suggestion of the gentleman from Virginia (Mr. Broyles) and take into consideration the huge numbers of Federal employees in the Federal bureaucracy.

The CHAIRMAN. The time of the gentleman from Illinois has expired.

Mr. GROSS. Mr. Chairman, I yield the gentleman 2 additional minutes.

Mr. DERWINSKI. We have this growing bureaucracy. Perhaps if we had an administration undertaking a bipartisan attempt here in the Congress in its treatment of Federal employees, the power and troublemaking activities of most of the departments and agencies could be phased down in size and the savings which would be made available as a result of that action spread in a more equitable manner to those Federal employees who remain on the job and who do an effective job. I would suggest this to the Members as a whole but perhaps overall to that very enlightened group called the Democratic Study Group, because I think at this point they should rally behind the question of treating employees more equitably by accepting the principle of fewer employees who would do a good job and we could get more done and they could be more adequately compensated, although that almost sounds like utopia.

Mr. ADDABBO. Mr. Chairman, I rise in support of H.R. 13000 and commend the chairman of the committee and the sponsor of the bill for bringing forth this long needed legislation.

Mr. Chairman, I was a member of the Committee on Post Office and Civil Service during the 87th Congress when Public Law 87-793 was enacted. That law was designed to provide Federal salaries comparable to salaries in private enterprise, but we have not provided salaries in keeping with the intent of that law. The bill before us today is a step in that direction but it falls short of the goal.

In closing, Mr. Chairman, may I say that the intent of this bill, I believe was enacted in our bill of 1962 but much to my regret has never been implemented. I sincerely hope upon passage of this bill that finally our Federal employees may receive some measure of proper compensation for their dedication and work.

Mr. TIERNAN. Mr. Chairman, it is high time that we bring order to the Federal payrolls. The Federal Salary Act of 1967 started us on the road to permanently and adequately systematizing the adjustment of salaries for Federal employees. This set the precedent by having the Executive adjust the salaries of those Federal employees in four categories: General schedule, postal field service schedules, Foreign Service schedules, and the schedules relating to many in the Department of Medicine and Surgery of the Veterans' Administration. Congress would review his adjustments and maintain overall control.

H.R. 13000 would give permanence to adjusting Federal salaries, by establish-

ing a Federal Employee Salary Commission and a Board of Arbitration.

This bill has many ramifications, but one of the most important is that we will no longer have to use so much valuable time here in Congress bickering over payroll adjustments. This would mainly be the job of the Federal Employee Salary Commission. The Congress would then vote within 30 days to reject or revise their proposal. No longer would there have to be time-consuming hearings, granting of rules from the Rules Committee and a host of other procedural matters here in Congress. This time would be spent working in other needed areas.

H.R. 13000 would assure annual review and adjustments of the pay rates for Federal employees. The Commission and Board of Arbitration would better insure that there will be comparable pay between and among the various pay systems.

This bill will also give an equitable wage to the postal workers of America. Postal employees should receive fair pay and benefits. Today their income is still below the national standard. We have a post office system that is in trouble because of backlog and overwork. If we expect to upgrade it and keep it efficient we must give incentives for qualified men to join its ranks and remain on the job for a long period of time. H.R. 13000 would permit an employee to move up to top pay in 8 years, compared with the present schedule of 12 steps over 21 years. This would be comparable to the steps in other industries and Federal employee classifications.

Mr. Chairman, I support this bill because I believe it is a sound move to permanently establish a commission to deal with the problem of Federal salaries. I also feel we must grant the postal workers their just due.

Mr. DONOHUE. Mr. Chairman, I urge and hope that the House will accept and approve this bill before us—H.R. 13000—which is principally designed to implement the Federal employee pay comparability system and establish a Federal employee Salary Commission and a Board of Arbitration. The measure also provides for an equitable comparability pay rate increase for postal employees, and attempts to modernize and tune-in with our current economy an in-step promotion system that now requires a minimum of 21 years' service in order to reach the highest bracket of salary grade.

As all Members of the House know, the Federal Salary Act of 1967 provided that the President would adjust salaries in 1968 and 1969 so that all Federal employees would have full comparability with private industry pay rates by July 1969. This act also projected automatic adjustments of Federal employees' salaries over a 2-year period, so that meanwhile the Congress would have the opportunity of exploring avenues and means by which it could retain final supervision and authority, but avoid the occurrence of repeatedly long and drawn-out involvements in an annual review and determination of the question of raising the pay of Federal employees.

October 14, 1969

CONGRESSIONAL RECORD — HOUSE

H 9475

After 2 years of intensive study, hearings and consultations, with all parties concerned, the Post Office and Civil Service Committee has found that there is widespread agreement for some method that will allow and arrange for an annual review and adjustment of Federal employee pay rates.

Based on all the evidence and authoritative testimony placed before it, the committee further found and has recommended that the best way to set up this annual review and adjustment of pay rates would be to establish a Federal Employee Salary Commission, composed of executive branch and employee representatives, with the opportunity for arbitration if conflicts develop. It is recognized, in this measure, that Congress should participate in this area of arbitration and, therefore, it is provided that Members of the House and Senate will sit on the proposed Board of Arbitration.

Mr. Chairman, in this turbulent period in our domestic history, it is obviously vitally important to provide reasonable encouragement for the maintenance of a high morale, for continued loyalty and efficiency, among our Federal employees.

This measure is primarily intended to reassure these employees that the country, the Congress, and the executive department of the Government are interested and concerned in their objectives of obtaining fair pay and fair treatment in accord with comparable standards of our American free enterprise system.

I again urge the adoption of this bill because I believe it is a prudent investment in the national interest, and represents a most earnest congressional effort, based on long and careful study, toward strengthening the integrity of the most essential part, the human part, of our Federal Government structure.

Mr. FARBSTEIN. Mr. Chairman, I vigorously support, H.R. 13000, the Pay Comparability Act of 1969. This legislation establishes a permanent method of bringing the pay of Federal employees up to a level comparable with that of private enterprise. It eliminates the longstanding inequity requiring postal employees to serve 21 years before reaching maximum pay for their work. In addition, 740,000 postal workers would get a badly needed emergency 5.4 percent cost-of-living rise in salary.

The reason for my support of this legislation is that any legislation which we enact for the purpose of raising Federal employees' salaries is based on reports which are outdated by the time we complete the legislative process. This problem is met by H.R. 13000 through the establishment of a permanent method of adjusting the pay of Federal employees who are under the general schedule, the postal field schedules, the Foreign Services schedules and the professional medical schedules.

Congress will play a vital role in the adjustment of these salaries because we will have a representation on the Federal Salary Commission and because the Commission will report directly to Congress. Through this Commission, congressional representatives will work closely with representatives of the executive branch and, of course, with representatives of employee organizations.

The Commission will conduct and maintain a current salary survey. This procedure will eliminate, or at least minimize, the comparability gap. And, because the Commission will be dealing directly with salary figures immediately affecting the relationship of Federal to private salaries, a more accurate comparability will be developed.

I have become aware of the inequities existent in the present Federal salary system. None of us in Congress should have missed the point being made this year by the postal unions that the 4.1-percent pay raise effective for postal employees July 1, was a pittance in relation to the services performed and the cost of living experienced by postal employees.

We cannot pass the issue off on the basis that no similar service is performed in the private sector and therefore comparability is impossible. The union representatives outlined, in hearings held this summer, the need for a meaningful change in the postal salary system.

Under the provisions of H.R. 13000, the time in service necessary for postal employees to reach the top level of a grade will be cut by 13 years. The present system has discouraged qualified people from coming into the postal service and has encouraged an alarming rate of employee turnover. No system can operate effectively when its employee separation rate is approximately 45 percent, as it was in 1967-68.

Because the Federal Salary Comparability Act of 1969 is drafted for the purposes of creating a permanent method of salary adjustment for Federal employees; of creating new incentives in the postal recruitment and retention programs through a new instep promotion plan; of enabling the full-fledged postal employee to soon enjoy the fruits of this legislation through special two-step advancements this year; and of increasing the ability of the postal employee to maintain his family at a reasonable standard of living, I urge all Members to strive to enact this necessary and meaningful legislation as soon as possible.

Mr. BUCHANAN. Mr. Chairman, the House of Representatives has before it today a bill—the Federal Salary Comparability Act of 1969—which affects a very important segment of our Nation's population, the many thousands of Federal and postal employees. I do not believe that there is any Member of Congress who is not aware of the vital importance of the fine work contributed by these employees or of the necessity to provide equitable and adequate compensation for this work. Because of my own longstanding concern about providing adequate compensation, I have already joined the introduction of two bills in this Congress toward this end. The Postal Service Act of 1969, in addition to implementing the administration's proposed creation of a separate self-supporting postal system, gives postal employees the important right to bargain collectively directly with management over wages and working conditions. The civil service retirement bill—H.R. 9825—which has now been passed by both Houses of Congress, provides both a liberalization in retirement benefits and

an improvement in the financing of the retirement system.

I have also fully endorsed the principle of comparability and it had been my intention to support the legislation now being considered as a further step towards comparability. After careful study of the Federal Salary Comparability Act, however, I have come to the conclusion that its passage by the Congress at this time would not be in the best interests of the Nation or even of those directly affected by the bill.

First, in my judgment the Federal Salary Comparability Act faces a certain Presidential veto, with the result that postal and other Federal employees would receive no benefit at all from its passage by the Congress. In his letter of this date to House minority leader, Congressman GERALD R. FORD, the President indicates that

In its present form H.R. 13000 would add approximately \$4.3 billion a year to federal expenditures. It would balloon expenditures in the remainder of this fiscal year by \$1.5 billion.

The President pointed out that expenditure increases of this magnitude will nullify many of the steps which have recently been taken to stabilize the economy and seriously undercut the vital national effort to contain inflation. He indicates, furthermore, that the passage of H.R. 13000 would bring about additional deep cuts in Federal services which have already been greatly reduced because of expenditure ceilings passed by this very body. According to the President, this would require a reduction in postal services and in the number of postal and other Federal employees.

Second, upon reflection I believe that placing Federal salary determinations in the hands of a Federal Employee Salary Commission would prove to be an unwise step—both for Federal employees and for our country. I opposed this system of salary determination for Members of Congress and believe that it presents the same drawbacks when applied to any Federal employees. The collective bargaining procedure which is proposed in the Postal Service Act of 1969 presents, in my judgment, a more equitable and more responsible method of arriving at wage and salary decisions.

Third, there are serious questions in my mind with respect to the way in which this legislation was handled by the House Post Office and Civil Service Committee. Not only did the committee refuse—on October 8—to even consider the administration's postal reform legislation, but it did not see fit to provide Postmaster General Blount the extra time he requested of the committee to give H.R. 13000 his complete study. He was not even given the opportunity to testify on the measure before final committee action. As a member of the House Post Office and Civil Service Committee earlier in my congressional tenure, I did not participate in any such treatment of a Democratic Postmaster General and oppose it now in the case of the present Republican Postmaster General.

Many believe, furthermore, that if this bill is passed there will be no remaining impetus toward the comprehensive postal reform which is so desperately needed.

H 9476

CONGRESSIONAL RECORD — HOUSE

October 14, 1969

Under the present postal system many postal employees never have a real chance for advancement and the postal service itself has become increasingly inefficient. I firmly believe, therefore, that immediate and comprehensive reform in the postal system is mandatory.

Finally, it is no secret among Members of Congress that there are other Federal employees who consider this bill to be inequitable toward them in that it provides greater increases for postal clerks and letter carriers than for other Federal employees in comparable positions.

For these reasons, Mr. Chairman, I must regrettably oppose this legislation at this time. This decision has been a painful one, a one which I have reached only after much soul searching. I remain completely determined, however, to work through postal reform and other legislation to achieve full comparability for postal and other Federal employees.

Mr. GILBER: Mr. Chairman, I rise in support of H.R. 13000. Historically it is a fact that postal employees have always received too little, too late. With regularity, my office receives the justified complaints of postal workers and their families about inadequate salaries and the spiraling cost of living. My mail these days is full of statements from postal employees who remind us that because of inflation, the 1-percent increase they received in July of this year gives them less purchasing power than they had a year ago.

H.R. 13000 will not correct the admitted inadequacies of the postal pay schedules, but it certainly will help in resolving the perennial problem of what Congress is to do about the pay of these workers. I am impressed by the section of H.R. 13000 which establishes a Federal Wage Commission and I am glad to know that the unions which represent the workers will have a voice on that Commission.

Congress has on several occasions considered legislation to raise salaries of postal and other Federal workers to a level comparable with wages being paid in the private sector. Because of budgetary restrictions, our intent has never been carried out.

In my opinion, postal workers should not have to carry the Nation's economy on their shoulders as well as the tremendous mail volume for which they are responsible.

It is most discouraging for the Government workers who reside in my congressional district to note the tremendous gains made by their neighbors and those to whom they deliver the mail, and then to be denied a justified increase in their wages.

Mr. Chairman, I fully support H.R. 13000 and in so doing I agree that wage adjustments of Government employees should be automatic and not be delayed by the redtape which accompanies passage of a new law each year.

Mr. RUPPE: Mr. Chairman, President Nixon has clearly and specifically indicated that he will veto the Federal Salary Comparability Act of 1969 as reported out that the Committee on Post Office and Civil Service. Any veto of this desira-

ble, needed legislation for postal employees must necessarily invite a comparison with similar legislation passed by Congress in 1967. At that time, the Post Office and Civil Service Commission, of which I was a proud member, voted rate increases to fully cover the salary increases specified in the bill. This was responsible action that permitted President Johnson to sign that bill into law. Yet, 2 years later the committee has completely failed in its responsibility to increase postal revenues to cover necessary postal pay increases. This failure to act is clearly responsible for the President's projected veto and in my view has done substantial disservice to this Nation's dedicated postal employees.

Mr. Chairman, I will vote to recommit this bill so the committee will face its responsibility and come up with a postal revenue package to guarantee the President's support of this needed comparability legislation.

Mr. UDALL: Mr. Chairman, I have no further requests for time.

Mr. GROSS: Mr. Chairman, I have no further requests for time.

The CHAIRMAN. There being no further requests for time, pursuant to the rule, the Clerk will now read the committee substitute amendment printed in the reported bill as an original bill for the purpose of amendment.

The Clerk read as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Federal Salary Comparability Act of 1969".

Sec. 2. Sections 5301 and 5302 of title 5, United States Code, are amended to read as follows:

§ 5301 Policy

"(a) It is the policy of Congress that rates of pay for employees within the purview of this section be based on the principles that—

"(1) there be equal pay under each pay system for substantially equal work;

"(2) pay distinctions be maintained in keeping with work distinctions; and

"(3) rates of pay be comparable, on a national basis, with private enterprise rates of pay for the same levels of work.

"(b) Rates of pay shall be adjusted annually, in accordance with the policy set forth in subsection (a) of this section and the procedures prescribed by section 5302 of this title, for those employees subject to—

"(1) section 5332 of this title, relating to employees under the General Schedule;

"(2) part III of title 39, relating to employees in the postal field service;

"(3) sections 867 and 870 of title 22, relating to officers, staff officers, and employees in the Foreign Service of the United States; and

"(4) section 4107 of title 38, relating to physicians, dentists, and nurses in the Department of Medicine and Surgery, Veterans' Administration.

§ 5302. Federal Employee Salary Commission; Federal Employee Salary Board of Arbitration

"(a) There is established, as a permanent agency of the Government, a Federal Employee Salary Commission, referred to as the 'Commission'.

"(b) The Commission shall be composed of 8 members and 3 associate members, as follows:

"(1) the Chairman of the Civil Service Commission or, in his absence, his designee, who shall be Chairman;

"(2) 1 designated by the Director of the Bureau of the Budget;

"(3) 1 designated by the Secretary of Defense;

"(4) 1 designated by the Postmaster General;

"(5) 1 designated by the organization of employees having the largest number of members in the General Schedule;

"(6) 2, one designated by each of the 2 employee organizations having the largest number of members in the postal field service;

"(7) 1 designated by an employee organization, other than an organization designating a member pursuant to paragraph (5) or (6) of this subsection, selected each year by the Chairman of the Civil Service Commission on a rotating basis after consultation with representatives of such employee organizations as the Chairman determines appropriate; and

"(8) 3 associate members, one each designated by employee organizations, other than organizations designating members pursuant to paragraph (5), (6), or (7) of this subsection, selected each year by the Chairman of the Civil Service Commission on a rotating basis after consultation with representatives of such employee organizations as the Chairman determines appropriate.

A member of the Commission has—

"(A) 1 vote, if designated under paragraph (2), (3), (4), (5), or (7) of this subsection;

"(B) one-half vote, if designated under paragraph (6) of this subsection; or

"(C) 1 vote to be cast only to break a tie vote of the Commission, if serving under paragraph (1) of this subsection.

Each associate member of the Commission is entitled to attend all meetings of, consult with, and be heard by, the Commission, on all matters, but does not have a vote.

"(c) The Commission shall, in accordance with the policy set forth in section 5301(a) of this title, after consultation with representatives of such agencies and employee organizations as it determines appropriate—

"(1) prescribe, and revise from time to time as it deems appropriate, a comparability pay survey—

"(A) which will develop valid comparisons of (i) the rates of pay for employees within the purview of section 5301(b) of this title and (ii) the rates of pay for the same levels of work in private industry; and

"(B) which shall be conducted annually by the Bureau of Labor Statistics in the Department of Labor;

"(2) prepare annually a comparative statement of the rates of pay for such employees and the rates of pay for the same levels of work in private industry as disclosed by the comparability pay survey;

"(3) determine and prescribe, on the basis of information and data disclosed by the annual comparability pay survey, the exact national rates of pay for such employees which are necessary to effect the policy set forth in section 5301(a) of this title;

"(4) review, annually, the comparability of the rates of pay and step increase policies within and between the various pay systems for such employees, taking into consideration such matters as the Commission determines have affected or may affect the comparability, including, but not limited to—

"(A) within-grade rates of pay employees are receiving due to differing length of service requirements for step increases, step increase without regard to length of service, or different number of within-grade steps;

"(B) different rates of pay under the various pay systems for the same level of work;

"(C) pay distinction not being maintained in keeping with work distinction, the degree of responsibility placed, the scope and variety of tasks involved, or the extent of decisionmaking authority required; and

"(D) premium pay policies; and

"(5) except as provided in subsection (e) and subsection (g) of this section, prepare and submit annually to the Congress a report setting forth—

"(A) the comparison of rates of pay prepared pursuant to paragraph (2) of this subsection;

"(B) the exact national rates of pay for such employees prescribed by the Commission in accordance with paragraph (3) of this subsection; and

"(C) recommendations for legislation as may be necessary to achieve the comparability policy set forth in section 5301(a) of this title or to achieve comparability within and between pay systems for employees within the purview of section 5301(b) of this title.

"(d)(1) In the exercise of the authority and the performance of the duties vested in and imposed upon the Commission by this section, the Commission—

"(A) shall seek the views, in such manner as the Commission may provide, of such employee organizations as the Commission considers appropriate; and

"(B) give thorough consideration to those views.

"(2) All decisions of the Commission shall be by a majority vote. The votes shall be recorded. A record shall be maintained of the views, assenting or dissenting, of the members of the Commission. The record of votes and views shall be available for public inspection and copying pursuant to section 552 of this title.

"(e) If a member of the Commission determines, and advises the Commission, that the rates of pay applicable to the appropriate pay system, as the rates are prescribed by the Commission, are not in conformity with the policy set forth in section 5301(a) of this title, the Commission shall submit, not later than February 1 following that determination, the rates of pay to the Board established by subsection (f) of this section for consideration by the Board.

"(f)(1) There is established, as a permanent agency of the Government, a Federal Employee Salary Board of Arbitration, referred to as the 'Board', which shall be composed of 7 members as follows:

"(A) 2 Members of the United States Senate designated by the President pro tempore of the Senate, each from a different political party;

"(B) 2 Members of the United States House of Representatives designated by the Speaker of the House, each from a different political party;

"(C) 1 designated by the Chairman of the Civil Service Commission;

"(D) 1, who may serve not more than 2 consecutive years, designated by a majority vote of the presidents of the four employee organizations which have designated members currently serving on the Commission under paragraph (5), (6), or (7) of subsection (b) of this section, with each president of the employee organization under paragraph (5) or (7) having one vote and each president of the organizations under paragraph (6) having one-half vote; and

"(E) 1 designated by a majority of the members of the Board referred to in paragraphs (A) to (D), inclusive, of this subsection from the membership of the American Arbitration Association, who shall be Chairman of the Board.

"(2) The Board shall consider the rates of pay submitted to it by the Commission pursuant to subsection (e) of this section and determine whether or not the rates of pay conform with the policy set forth in section 5301(a) of this title. If the Board determines that the rates of pay do not so conform, the Board shall prepare the rates of pay as will conform with that policy. The Board shall transmit to the Commission not later than the 30th day following the date the Board received the rates of pay submitted to it by the Commission, a report setting forth—

"(A) the decision of the Board with respect to the rates of pay submitted by the Commission;

"(B) the reasons for the decision of the Board; and

"(C) such rates of pay as the Board shall have determined to be necessary to conform with the policy set forth in section 5301(a) of this title.

The decision of the Board, and such rates of pay as it may prepare in accordance with this paragraph, shall be final and conclusive.

"(g)(1) Except as provided in paragraph (2) of this subsection, the Commission shall submit to the Congress the first report pursuant to paragraph (5) of subsection (c) of this section, based on the 1969 national survey of professional, administrative, technical, and clerical pay, not later than February 1, 1970, and subsequent reports pursuant to such paragraph (5) not later than February 1 of each year thereafter.

"(2) In the case of the submission of rates of pay by the Commission to the Board pursuant to subsection (e) of this section, the Commission, immediately upon receipt of the final and conclusive decision of the Board, shall submit to the Congress the decision of the Board and such rates of pay as the Board shall have determined to be necessary to conform with the policy set forth in section 5301(a) of this title.

"(h)(1) Except as provided in paragraph (2) of this subsection, all or part (as the case may be) of the rates of pay submitted to the Congress as provided in subsection (c) (5) or subsection (g) of this section become effective at the beginning of the first pay period that begins on or after the first day of the year in which the rates of pay are submitted; but only to the extent that, within 30 days after the rates of pay are submitted to the Congress—

"(A) there has not been enacted into a law a statute establishing rates of pay other than those proposed by all or part of such recommendations,

"(B) neither House of Congress has passed a resolution specifically disapproving all or part of the recommendations, or

"(C) both.

"(2) Any part of the recommendations, in accordance with express provisions of the recommendations, may be made operative on a date earlier than the date on which the recommendations otherwise are to take effect.

"(3)(A) The rates of pay of United States attorneys and assistant United States attorneys whose annual salaries are fixed pursuant to section 548 of title 28 shall be increased, effective on the first day of the first pay period which begins on or after the first day of the year in which increases become effective pursuant to this section, by amounts equal, as nearly as may be practicable, to the increases provided pursuant to this section for corresponding rates of pay.

"(B) Notwithstanding section 665 of title 31, the rates of pay of employees of an Executive agency and of the government of the District of Columbia whose rates of pay are fixed by administrative action pursuant to law and are not otherwise increased pursuant to this section are hereby authorized to be increased, effective on the first day of the first pay period which begins on or after the first day of the year in which increases become effective pursuant to this section, by amounts not to exceed the increases provided pursuant to this section for corresponding rates of pay in the appropriate schedule or scale of pay.

"(C) This section does not authorize any increase in the rates of pay of employees whose rates of pay are fixed and adjusted from time to time as nearly as is consistent with the public interest in accordance with prevailing rates or practices.

"(D) This section does not impair any authority pursuant to which rates of pay may be fixed by administrative action.

"(4) Retroactive pay shall be paid by reason of this section only in the case of an individual in the service of the United States (including service in the armed forces) or the government of the District of Columbia on the day immediately following the close of the 30-day period specified in subsection (h)(1) of this section, except that such retroactive pay shall be paid—

"(A) to an employee who retired, during the period beginning on the first day of the first pay period which began on or after January 1, and ending on the day immediately following the close of the 30-day period specified in subsection (h)(1) of this section, for services rendered during that period, and

"(B) in accordance with subchapter VIII of chapter 55 of this title, relating to settlement of accounts, for services rendered, during the period beginning on the first day of the first pay period which began on or after January 1, and ending on the day immediately following the close of the 30-day period specified in subsection (h)(1) of this section, by an employee who died during that period.

Such retroactive pay shall not be considered as basic pay for the purposes of subchapter III of chapter 83 of this title, relating to civil service retirement, and any other retirement law or retirement system, in the case of any such retired or deceased employee.

"(5) For the purposes of paragraph (4) of this section, service in the Armed Forces, in the case of an individual relieved from training and service in the Armed Forces or discharged from hospitalization following such training and service, includes the period provided by law for the mandatory restoration of the individual to a position in or under the Government of the United States or the government of the District of Columbia.

"(1) Each member and each associate member of the Commission and each member of the Board is entitled to travel expenses, including a per diem allowance in accordance with section 5703(b) of this title. Each such member or associate member who is not a Member of Congress or an employee is entitled to pay at a rate equal to the per diem equivalent of the maximum rate of basic pay of the General Schedule for each day he is engaged in the performance of services for the Commission or the Board, as the case may be, except that the member from the American Arbitration Association may be paid the usual fees prescribed by that association.

"(j)(1) Without regard to the provisions of this title governing appointments in the competitive service and of chapter 51 of this title and subchapter III of this chapter, relating to classification and General Schedule pay rates—

"(A) the Commission and the Board each may appoint an Executive Director and fix his basic pay at the rate provided for level V of the Executive Schedule by section 5316 of this title; and

"(B) with the approval of the Commission or the Board, as appropriate, the Executive Director may appoint and fix the basic pay (at respective rates not in excess of the maximum rate of the General Schedule) of such additional personnel as may be necessary to carry out the functions of the Commission or of the Board, as applicable, and may obtain services of experts or consultants in accordance with section 3109 of this title, but at rates for individuals not to exceed that of General Schedule 18.

"(2) Upon the request of the Commission or of the Board, the head of any department, agency, or establishment of any branch of the Government of the United States may detail, on a reimbursable basis, any of the personnel of such department, agency, or establishment to assist the Commission or the Board, as appropriate, in carrying out its functions.

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"(k) The Commissioner of the United States and upon the departments and agencies of the United States.

"(l) The Administrator of the General Services shall provide administrative support services for the Commission and the Board on a reimbursable basis.

"(m) The rates under this section render inapplicable the extent inconsistent.

"(n) all provisions effective date the case may be any provision or period specified in section (h) of this rates); and

"(2) any prior movements which took effect under this section or prior provision.

"(n) The rates under this section shall be printed in—

"(1) the Statute at Large in the same volume as public law;

"(2) the Federal Register; and

"(3) the Code of Federal Regulations.

"(o) Any increase in rates of pay that takes effect under this section is not an equivalent increase in pay within the meaning of section 5 of this title or section 3552 of title 39.

"(p) Any rate of pay that takes effect under this section shall be initially adjusted, effective on the effective date of such rate of pay, under conversion rules prescribed by the President or by such agency as the President may designate.

"(q) The rate of pay of personnel subject to sections 210 and 213 (except subsections (d) and (e)) of the Federal Salary Act of 1967 (81 Stat. 6635; Public Law 90-206), and any minimum, maximum rate, limitation, or allowance applicable to any such personnel, shall be adjusted, effective on the first day of the last pay period which begins on or after the first day of the year in which increases become effective pursuant to this section, by amounts which are equal, insofar as practicable, with such exceptions as may be necessary, between positions, to provide for appropriate relationships between positions, to the amounts of the adjustments made pursuant to this section by the following authorities—

"(1) the Director of the Administrative Office of the United States Courts, with respect to the judicial branch of the Government; and

"(2) the Secretary of Agriculture, with respect to individuals employed by the county committees established under section 590(b) of title 16.

Such adjustments shall be made in such manner as the concerned deems advisable and shall have the force and effect of statute."

Sec. 3. The title 1 of chapter 53 of title 5, United States Code, is amended by striking out—

"5302. Annual reports on pay comparability" and inserting in lieu thereof—

"5302. Federal Employee Salary Commission: Employee Salary Board of Arbitration."

Sec. 4. Section 3552(a) of title 39, United States Code, is amended to read as follows:

"(a)(1) Each employee subject to the Postal Field Service Schedule and each employee subject to the Rural Carrier Schedule who has not reached the highest step for his position shall be advanced successively to the next higher step as follows:

"(A) to steps 2, 3, 4, 5, 6, and 7—at the beginning of the first pay period following the completion of 26 calendar weeks of satisfactory service; and

"(B) to steps 8 and above—at the beginning of the first pay period following the completion of 52 calendar weeks of satisfactory service.

"(2) The receipt of an equivalent increase during any of the waiting period specified in this subsection shall cause a new full waiting period to commence for further step increases.

"(3) An employee subject to the Postal Field Service Schedule who returns to a position he formerly occupied at a lower level may, at his request, have his waiting periods adjusted, at the time of his return to the lower level, as if his service had been continuous in the lower level."

Sec. 5. (a) Each employee in levels 1 through 11 of the Postal Field Service Schedule and each employee subject to the Rural Carrier Schedule—

(1) who is in a step below the 2 top steps of his level shall be advanced 2 steps; or

(2) who is in either of the 2 top steps of his level shall receive basic compensation at a rate equal to his rate of basic compensation in effect immediately prior to the effective date of this subsection plus the amount of 2 step increases of his level.

Changes in levels or steps which would otherwise occur on the effective date of this subsection without regard to the enactment of this subsection shall be deemed to have occurred prior to adjustments under this subsection. Each such employee who receives an adjustment under this subsection shall commence a new full waiting period, for further step increase purposes under section 3552(a) of title 39, United States Code, on the first day of the first pay period which begins on or after July 1, 1970, and service by such an employee on or after the effective date of this section and prior to the beginning of such pay period in July 1970 shall not be credited for such step increase purposes.

(b) For the purposes of the initial application of section 3552(a) of title 39, United States Code, as amended by section 4 of this Act, credit for satisfactory service performed by an employee in levels 12 or above of the Postal Field Service Schedule since his last step increase prior to the effective date of section 4 of this Act, shall be granted in an amount not in excess of the amount of service required for a one step increase applicable to the step category of the employee.

(c) The Postmaster General shall advance each employee in level 12 or above of the Postal Field Service Schedule—

(1) who was in level 12 or above on the effective date of this section and who did not receive a two-step increase pursuant to this section;

(2) who is senior with respect to total postal service to an employee in the same post office (A) who received a two-step increase pursuant to this section and (B) who is promoted to the same level on or after the effective date of this section; and

(3) who is in a step in the same level below the step of the junior employee described in clauses (A) and (B) of subparagraph (2) of this subsection.

Such advancement by the Postmaster General shall be to the highest step which is held by any such junior employee. Any increase under the provisions of this subsection is not an equivalent increase within the meaning of section 3552 of title 39, United States Code. Credit earned prior to advancement under this subsection for advancement to the next step shall be retained for step increase purposes under such section 3552.

Sec. 6. Section 5545(c)(2) of title 5, United States Code, is amended to read as follows:

"(2) an employee in a position in which the hours of duty cannot be controlled administratively, and which requires substantial

amounts of irregular, unscheduled, overtime duty with the employee generally being responsible for recognizing, without supervision, circumstances which require him to remain on duty, shall receive premium pay for this duty on an annual basis instead of premium pay provided by other provisions of this subchapter, except for regularly scheduled overtime, night, and Sunday duty, and for holiday duty. Premium pay under this paragraph is determined as an appropriate percentage, not less than 10 per centum nor more than 25 per centum, of such part of the rate of basic pay for the position as does not exceed the minimum rate of basic pay for GS-10, by taking into consideration the frequency and duration of irregular unscheduled overtime duty required in the position."

Sec. 7. (a) Section 5942 of title 5, United States Code, is amended to read as follows: "§ 5942. Allowance based on duty at remote worksites

"Notwithstanding section 5536 of this title, an employee of an Executive department or independent establishment who is assigned to duty, except temporary duty, at a site so remote from the nearest established communities or suitable places of residence as to require an appreciable amount of expense, hardship, and inconvenience on the part of the employee in commuting to and from his residence and such worksite is entitled, in addition to pay otherwise due him, to an allowance of not to exceed \$10 a day. The allowance shall be paid under regulations prescribed by the President establishing the rates at which the allowance will be paid and defining and designating those sites, areas, and groups of positions to which the rates apply."

(b) Notwithstanding section 5536 of title 5, United States Code, and the amendment made by subsection (a) of this section, and until the effective date of regulations prescribed by the President under such amendment—

(1) allowances may be paid to employees under section 5942 of title 5, United States Code, and the regulations prescribed by the President under such section, as in effect immediately prior to the effective date of this section; and

(2) such regulations may be amended or revoked in accordance with such section 5942 as in effect immediately prior to the effective date of this section.

(c) The table of contents of subchapter IV of chapter 59 of title 5, United States Code, is amended by striking out—

"5942. Allowance based on duty on California offshore islands or at Nevada Test Site."

and inserting in lieu thereof—

"5942. Allowance based on duty at remote worksites."

Sec. 8. (a) Subchapter IV of chapter 59 of title 5, United States Code, is amended by adding at the end thereof the following new section:

§ 5947. Quarters, subsistence, and allowances for employees of the Corps of Engineers, Department of the Army, engaged in floating plant operations

"(a) An employee of the Corps of Engineers, Department of the Army, engaged in floating plant operations may be furnished quarters or subsistence, or both, on vessels, without charge, when the furnishing of the quarters or subsistence, or both, is determined to be equitable to the employee concerned, and necessary in the public interest, in connection with such operations.

"(b) Notwithstanding section 5536 of this title, an employee entitled to the benefits of subsection (a) of this section while on a vessel, may be paid, in place of these benefits, an allowance for quarters or subsistence, or both, when—

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"(1) adverse weather conditions or similar circumstances beyond the control of the employee or the Corps of Engineers prevent transportation of the employee from shore to the vessel; or

"(2) quarters or subsistence, or both, are not available on the vessel while it is undergoing repairs.

"(c) The quarters or subsistence, or both, or allowance in place thereof, may be furnished or paid only under regulations prescribed by the Secretary of the Army."

(b) The table of sections of subchapter IV of chapter 59 of title 5, United States Code, is amended by adding—

"5947. Quarters subsistence, and allowances for employees of the Corps of Engineers, Department of the Army, engaged in floating plant operations."

immediately below—

"5946. Membership fees; expenses of attendance at meetings; limitations."

(c) The Act entitled "An Act to authorize the furnishing of subsistence and quarters without charge to employees of the Corps of Engineers engaged on floating plant operations", approved May 13, 1955 (69 Stat. 48; Public Law 35, Eighty-fourth Congress) is repealed.

SEC. 9. (a) This section, the first section, and sections 2 and 3 of this Act shall become effective on the date of enactment of this Act.

(b) Sections 5, 6, 7, and 8 of this Act shall become effective on the first day of the first pay period which begins on or after October 1, 1969.

(c) Section 4 of this Act shall become effective on the first day of the first pay period which begins on or after July 1, 1970.

Mr. UDALL (during the reading). Mr. Chairman, I ask unanimous consent that the further reading of the committee amendment be dispensed with, and that it be printed in the RECORD in full and be considered as read and open to amendment at any point.

The CHAIRMAN. Is there objection to the request of the gentleman from Arizona?

There was no objection.

AMENDMENT OFFERED BY MR. UDALL

Mr. UDALL. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. UDALL: On page 38 strike out all of subsection (q), beginning with line 15 down through line 11 on page 39, and insert in lieu thereof the following:

"(q)(1) The rates of pay of personnel subject to sections 210 and 214 of the Federal Salary Act of 1967 (81 Stat. 633, 635; Public Law 90-208), relating to Agricultural Stabilization and Conservation County Committee employees and to certain employees of the Legislative Branch of the Government, respectively, and any minimum or maximum rate, limitation, or allowance applicable to any such personnel, shall be adjusted, effective on the first day of the first pay period which begins on or after the date on which adjustments become effective under this section by amounts which are identical, insofar as practicable, to the amounts of the adjustments under this section for corresponding rates of pay for employees subject to the General Schedule, by the following authorities—

"(A) the Secretary of Agriculture, with respect to individuals employed by the county committees established under section 590n(b) of title 16;

"(B) the Financial Clerk of the Senate, with respect to the United States Senate;

"(C) the Finance Clerk of the House of Representatives, with respect to the United States House of Representatives; and

"(D) the Architect of the Capitol, with respect to the office of the Architect of the Capitol.

The provisions of this section shall not be construed to allow adjustments in the rates of pay of the following officers of the United States House of Representatives: Parliamentarian, Chaplain, Clerk, Minority Clerk, Sergeant at Arms, Minority Sergeant at Arms, Doorkeeper, Minority Doorkeeper, Postmaster, Minority Postmaster.

"(2) Notwithstanding section 665 of title 31, the rates of pay of employees in and under the Judicial Branch of the Government, whose rates of pay are fixed by administrative action pursuant to law and are not otherwise adjusted under this section may be adjusted, effective on the first day of the first day of the first pay period which begins on or after the date on which adjustments become effective under this section, by amounts not to exceed the amounts of the adjustments under this section for corresponding rates of pay. The limitations fixed by law with respect to the aggregate salaries payable to secretaries and law clerks of circuit and district judges shall be adjusted, effective on the first day of the first pay period which begins on or after the date on which adjustments become effective under this section, by amounts not to exceed the amounts of the adjustments under this section for corresponding rates of pay."

Mr. UDALL (during the reading). Mr. Chairman, I ask unanimous consent that the further reading of my amendment be dispensed with, and that it be printed in the RECORD and open to amendment at any point.

The CHAIRMAN. Is there objection to the request of the gentleman from Arizona?

There was no objection.

(Mr. UDALL asked and was given permission to revise and extend his remarks.)

Mr. UDALL. Mr. Chairman, this amendment is a simple amendment which I believe will arouse no great controversy.

In the 1967 act we provided a system by which comparability raises were given to the Federal classified employees, the postal employees, and so on. We also had a section which permitted and required that the employees of the legislative branch be given the same proportionate increases once other determinations were made.

In the bill the committee reported, because of some confusion, and because of some additional study on the mechanics that I had wanted to make, there was no such provision. This is a simple amendment which will require the disbursing officer and financial clerk in the House and Senate to determine what adjustments have been made in the classified pay of the Federal executive departments, and then take the same adjustments for the employees in the legislative branch.

This would mean that if a \$10,000 clerk downtown received a 3-percent increase on some January, then a \$10,000 staff employee or committee employee in the Congress would receive a 3-percent increase. It also includes in the machinery two types of employees in the Federal

branch, law clerks of circuit and district judges, and secretaries who were omitted from the regular machinery in the bill.

Mr. Chairman, I do not know of any great opposition to the amendment, and I would hope that it would be agreed to.

Mr. HALL. Mr. Chairman, will the gentleman yield?

Mr. UDALL. I yield to the gentleman from Missouri.

Mr. HALL. Mr. Chairman, I appreciate the gentleman's statement, and in line of clarification might I ask the gentleman—as the author of the bill—one further question pertaining to page 24, lines 22 through 25, where it says in effect that the rates of pay shall be adjusted annually, and then it refers to the physicians, dentists, and nurses, in the Department of Medicine and Surgery, Veterans' Administration.

Is there any particular reason why these particular categories of talented and scarcely trained personnel were picked out in the Veterans' Administration specifically, rather than in any other, for example, the dentist and physicians in the Public Health Service?

Mr. UDALL. The dentists, physicians, and so forth in other departments are covered in the classified service; they are in the classified salary system. The Veterans' Administration has a separate salary system for these particular people, and we simply bracketed them into the automatic machinery so that a nurse or dentist or physician in the Veterans' Administration would get the same increase as a nurse or a doctor or dentist in the Public Health Service, who are already included.

Mr. HALL. Mr. Chairman, if the gentleman will yield further, do I understand then that the intent, insofar as the commission is concerned, and the various boards of appeal, or arbitration, that are set up in this bill, is so that there will be some equalization of pay for those of like talents, and equal quality of skills, who are throughout the entire Government by this proposal?

Mr. UDALL. This is basically the intent of this proposal. We have had some incidents where we have had some nurses and nurses' assistants, as I am sure the gentleman is aware of, in one branch of the Government who are getting less than the same comparable people in other branches.

Mr. UDALL. Carrying the colloquy one step further, there has actually been proselytizing between the various branches of the Government because of inequities so far as this particular area is concerned, but the ones singled out here have apparently been the leaders in income and have experienced those activities, and as to their amount of income to date, and I wondered if it would work in the reverse, or if the others would be brought up to those even though they are covered by other pay acts?

Mr. UDALL. The intention is to equalize them, I will say to the gentleman.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Arizona (Mr. UDALL).

The amendment was agreed to.

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AMENDMENT OFFERED BY MR. GROSS

Mr. GROSS. Mr. Chairman, I offer an amendment.

The Clerk reads as follows:

Amendment offered by Mr. Gross: On page 32, beginning with line 14, strike out all of line 14 and all that follows down through the end of line 7 on page 33 and insert in lieu thereof the following:

"(h) (1) The rates of pay submitted to the Congress as provided in subsection (c) (4) or subsection (g) of this section shall become effective at the beginning of the first pay period which begins on or after the adoption by both Houses of Congress (within the 60 day period following the date on which the rates of pay are submitted to the House of Representatives and the Senate), by the yeas and nays of a concurrent resolution stating in effect that the Senate and House of Representatives approve such rates of pay."

"(2) For the purposes of paragraph (1) of this subsection, in the computation of the 60 day period there shall be excluded the days on which either House is not in session because of adjournment of more than 3 days to a day certain or an adjournment of the Congress sine die. The rates of pay submitted to the Congress shall be delivered to both Houses of the Congress on the same day and shall be delivered to the Clerk of the House of Representatives if the House of Representatives is not in session and to the Secretary of the Senate if the Senate is not in session."

On page 33, line 12, strike out "first day of the year" and insert in lieu thereof "date on":

On page 33, line 22, strike out "first day of the year in" and insert in lieu thereof "date on":

On page 38, line 21, strike out "first day of the year in" and insert in lieu thereof "date on".

The CHAIRMAN. The Chair recognizes the gentleman from Iowa (Mr. Gross) in support of his amendment.

Mr. GROSS asked and was given permission to rise and extend his remarks.)

Mr. GROSS. Mr. Chairman, in support of the amendment that I have offered, may I say it conforms with the policy expressed by the gentleman from Arizona (Mr. Udall) in the hearings before his compensation subcommittee.

The purpose of this amendment is to require that Congress take affirmative action, not negative action, in connection with the approval of pay increases recommended to it by the so-called Federal Employee Salary Commission.

The Congress should not under any circumstance avoid its responsibility in this matter, as it did in connection with increasing the salaries of Members earlier this year. We were led then to believe that we would be able to vote on that issue in an orderly manner, but it certainly did not work out that way.

As the Members of the House well know, the executive, congressional, and judicial pay bill went into effect early this year while the House of Representatives was conveniently on vacation. My proposal would require that both Houses of Congress, by a yeas-and-nay vote, shall approve a concurrent resolution within 60 days after the Commission report is received and before pay increases for Federal employees could possibly become effective.

My amendment further provides that there will be no retroactive pay increases

as provided for in the present language of the bill, H.R. 13000.

There is precedent for the amendment I am proposing. A similar provision is contained in the Trade Expansion Act of 1962, title 19, section 1981, where the procedure I suggested in my amendment is used in connection with the imposition of duties or other import restrictions.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield?

Mr. GROSS. I yield to the gentleman.

Mr. WILLIAM D. FORD. Did I understand the gentleman to say that in his opinion, if a provision such as he is now proposing in this bill had been included in the bill covering pay for the executive branch, the judiciary, and Congress, it would be unlikely that we would have received the pay raise that we got this year?

Mr. GROSS. No, that is not my understanding. Certainly, I would have liked to have seen a vote on it, and tried in every possible way to get it. The responsibility of Members of the House, the presumed responsibility, dictated that there be a vote on that pay increase. But there was no vote, as the gentleman knows.

Mr. WILLIAM D. FORD. Then do I clearly interpret your position as being that you do not intend by the amendment you are offering to make it less likely that there will be an annual increase in pay comparable or commensurate with increases in the cost of living and other factors, that would be the case under the bill offered by the gentleman from Arizona (Mr. UDALL).

Mr. GROSS. I cannot say what position the House will take. I doubt very much that had House Members voted on a rollcall vote they would have passed the congressional pay increase earlier this year. That is my personal opinion.

Mr. WILLIAM D. FORD. Then I gather that you do believe there is at least a strong possibility that Federal employees chances of an annual raise would be at least in jeopardy if your amendment is passed, to a greater extent than the provision of the Udall bill; and with that in mind, I ask the gentleman if he really believes this House could in good conscience pass a salary commission bill that treated the employees of the Federal Government less generously than we have treated ourselves?

Mr. GROSS. I do not know what the House would do. I should like to see a test. I want to see a yeas-and-nay vote on pay increases and all of them. That is what my amendment provides, that the House be compelled to vote on pay-increase legislation.

Let me say to the gentleman that looking down the road 18 months hence, this legislation, we are told, will very likely cost \$2.5 billion exclusive of the military pay increase, which is semi-automatic, being based upon the passage of pay-increase legislation for other Federal employees. The House has the obligation to the citizens of this country, the taxpayers of this country, to vote on all pay-increase legislation.

The CHAIRMAN. The time of the gentleman from Iowa has expired.

On request of Mr. WILLIAM D. FORD, and by unanimous consent, Mr. Gross was allowed to proceed for 5 additional minutes.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield?

Mr. GROSS. I yield to the gentleman from Michigan.

Mr. WILLIAM D. FORD. The point that I am trying to examine the gentleman in the well about—and I fully appreciate the good faith of his amendment—I want to say that I agree with you, and I would have been very happy to vote on the issue of pay, and that we needed it. I feel it is fully justified, and I went on record publicly. I would be most happy to do that in this Chamber. I think wherever possible we should vote.

The point I am trying to raise with the gentleman, however, is the fact that we have established a salary procedure for the top-pay executives in the Government, for the judiciary, and for the legislative, and what the gentleman's amendment would now do would be to set a double standard. We would have a different approach, perhaps less advantageous for the general employees of the Government than that which we have provided for ourselves, and this does not seem to me to be consistent with fair play, that we treat ourselves in any way better than other employees in the Federal Government.

Mr. GROSS. With the influential help of the gentleman from Michigan—and he can be a very helpful influence in the committee—I will be glad to offer legislation in the committee to provide for a mandatory vote on any further increases in pay for the executive, legislative or judicial branches of Government.

Mr. WILLIAM D. FORD. I will give that my sympathetic consideration.

Mr. HENDERSON. Mr. Chairman, will the gentleman yield?

Mr. GROSS. I am glad to yield to the gentleman from North Carolina.

Mr. HENDERSON. I wish to commend the gentleman for presenting to the House a most important amendment to this legislation. The provision of the bill that your amendment seeks to amend is the one that gives most of us great trouble. That is the question whether or not the pay raises are going to be automatic unless Congress vetoes the recommendation of the Salary Commission, or whether Congress is going to face up to what many of us think is our responsibility and affirmatively vote for the raises as recommended by a commission. That is what the gentleman's amendment does. It affords us an opportunity to go on record at this point that if we want to increase the salaries of the employees as the Commission finds they are entitled to be increased, we would then vote to do that. I commend the gentleman for this opportunity to vote on that issue.

Mr. GROSS. I thank the gentleman from North Carolina for his concurrence in and help with this amendment.

Mr. HENDERSON. Mr. Chairman, will the gentleman yield further?

Mr. GROSS. I yield to the gentleman from North Carolina.

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Mr. HENDERSON. I urge Members of the House to give very serious consideration to the amendment offered by the gentleman from Iowa. If the amendment is adopted, I am sure passage of the bill, at least by the House, will be assured.

Mr. GROSS. I thank the gentleman but I hope it will not assure passage of the bill for many other of its provisions are totally unacceptable.

Mr. MACGREGOR. Mr. Chairman, will the gentleman yield?

Mr. GROSS. I yield to the gentleman from Minnesota.

Mr. MACGREGOR. I rise to commend the gentleman from Iowa. His amendment obviously has great merit, and I would be pleased to support it. I should like to say to the gentleman who questioned the gentleman from Iowa a moment ago about the double standard that obviously, if the House were to adopt this amendment now offered by the gentleman from Iowa on this legislation, we would subsequently adopt the same amendment with respect to a Commission's recommendations for congressional, legislative, executive or judicial pay raises.

Mr. GROSS. The gentleman is exactly right. If we put it in this bill, as we should, then we certainly ought to put it on the other legislation. I will offer legislation to that end.

Mr. MACGREGOR. I would be pleased to support the gentleman in that legislation. I join with him.

Mr. GROSS. I thank the gentleman.

I was pleased to read in the hearings on this legislation the statement of Mr. UDALL in connection with providing for affirmative congressional action on pay increases when he said:

This would insure that there would be an actual vote on these new pay schedules developed through the machinery I am talking about.

However, the language of the bill, H.R. 13000, does not conform to his statement.

It occurs to me that if we are going to enact permanent law on this subject, we should remove any question as to whether the Congress has acted affirmatively with respect to pay increases for Federal employees. To do otherwise, as provided for in the present language of the bill, merely leaves us in a position of having to take the blame for any action of the Salary Commission without an opportunity to exercise any affirmative action with respect to its recommendations.

Mr. Chairman, I urge approval of the amendment.

Mr. UDALL. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, I told the gentleman from Iowa frankly and I told the members of the Rules Committee that I had no really strong feelings on the amendment. I am inclined to oppose it. I do not think we should adopt the amendment, but I do not think it would destroy what we are trying to do.

But, Mr. Chairman, let us make very clear what is involved before we vote on it. We are trying to set up a semiautomatic procedure in which Congress does

not have to hassle every year about pay raises. We are not giving up the policy-making. The Congress sets the policy in this bill. The bill tells a group of mechanics and bookkeepers every January to go out and check comparability of wages and bring in a proposal, which is then laid before the Congress, and it lays there for 30 days, and, if we do not veto it, it takes effect.

What happens is that every year in January or February we will have a chance to vote and say, "we love the Federal employees." I cannot imagine one of these things being voted down when a bipartisan group of labor and management has studied and said these things are necessary. I cannot imagine Congress voting it down. So we will be simply going through an act every year to say we love the Federal employees.

Now, as to the amendment—the main reason the labor unions are against it is that it brings in delays. The recommendation will be made in January or February, and if there is arbitration it lays there until March of each year, and if there is further delay, it will be May, and then it may be voted upon. So this will leave the budget and the pay situation in doubt between January 1 and May 1. For these reasons, I believe it would be unwise to adopt the amendment, but I did tell the gentleman from Iowa it was not vital. If the Congress wants to do this and waste the time each year confirming that our policy has been carried out, then let us do it, but we still have a chance to veto it. The mechanics of the bill permit Congress to take up the bill and vote against it, if Congress wishes.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. UDALL. I yield to the gentleman from Iowa.

Mr. GROSS. Mr. Chairman, this amendment writes out the retroactivity provision.

Mr. UDALL. Then this is an even stronger reason to oppose the amendment, and the employee unions would be even more bitterly opposed. I did not understand that feature.

Mr. Chairman, the problem is the lag we have of 15 months. We are behind in comparability now. We have tried to shorten that time, and it will still be more than 5 months behind. Each January we will catch it up to the previous August, but now the gentleman's amendment is going to make the lag even greater.

Mr. GROSS. Mr. Chairman, if the gentleman will yield further, is the gentleman saying we should tailor whether we vote on a bill, any bill, in accordance with whether the bankers' association, the bar association, or any other group wants us to vote? Is this the way the gentleman is suggesting the House should proceed on other legislation?

Mr. UDALL. No. What I am saying is that we ought to vote on important things. There are \$5 billion worth of Wage Board adjustments made each year. We do not fix these things, because we have set down the policy and we have told the group of technicians and bookkeepers to check on the pay for a car-

penter and find out the situation in the particular area and pay that, and we do not vote each year on that.

Mr. GROSS. But we could participate in it if we wanted to do so.

Mr. UDALL. Of course we could.

I am simply suggesting it is not all that important to saddle Congress with taking one afternoon or one day each year to vote on, and we do have a chance to vote if some outrage has been perpetrated.

Mr. GROSS. I have not reached the point where a \$2.5 billion bill is inconsequential from the standpoint of my vote.

Mr. UDALL. Of course, we have not. But if the policy is fixed by the Congress, it can be carried out by the technicians.

Mr. WHITE. Mr. Chairman, will the gentleman yield?

Mr. UDALL. I yield to the gentleman from Texas.

Mr. WHITE. Mr. Chairman, was not one of the major contentions of Postmaster General Blount for postal reform through setting up a Corporation this argument, that without a rate board outside Congress there is a time lag and a lack of control in wages in the postal system?

Mr. UDALL. Indeed. One of the purposes of the Postal Corporation is to get our hands out of the pot, to let us stop stirring the stew, and to have wages fixed in a different method than by having Congress fix them.

Mr. WHITE. So by the committee amendment we still have oversight over the wages, yet the Rate Commission speeds up and streamlines the process?

Mr. UDALL. Absolutely.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Iowa (Mr. Gross).

The question was taken; and on a division (demanded by Mr. Gross) there were—ayes 49, noes 45.

Mr. UDALL. Mr. Chairman, I demand tellers.

Tellers were ordered, and the Chairman appointed as tellers Mr. Gross and Mr. UDALL.

The Committee again divided, and the tellers reported that there were—ayes 65, noes 51.

So the amendment was agreed to.

AMENDMENT OFFERED BY MR. SCOTT

Mr. SCOTT. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. Scott: On page 24, line 12, strike out "adjusted" and insert in lieu thereof "reviewed"; and

On page 28, lines 14 and 15, strike out "except as provided in subsection (e) and subsection (g) of this section"; and

On page 29, beginning with line 17, strike out all of line 17 and all that follows down through the end of line 19 on page 35 and redesignate the succeeding subsections accordingly; and

Delete each reference to the Federal Employee Salary Board of Arbitration and members of such Board in the remaining text of the bill.

(Mr. SCOTT asked and was given permission to revise and extend his remarks.)

Mr. SCOTT. Mr. Chairman, I did not anticipate the action of the Committee just taken in adopting the amendment

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proposed by the gentleman from Iowa (Mr. Gross). I indeed I supported his amendment, but thereafter considered for a moment whether mine should be offered in view of the action of the Committee in adopting the Gross amendment. On comparison of the two amendments, however, it is still considered worthwhile for the Committee to consider and adopt my amendment.

Essentially, what it does is it provides that the Commission shall be advisory only and that the report which it makes will have to be adopted upon by the House. The Gross amendment adopted by the Committee would require a rollcall vote. The amendment now before you, however, would place the Salary Commission in an advisory role. It also eliminates the arbitration board. If the Salary Commission is going to be advisory only and if the Congress will have to act, as the Committee has just said it should. I see no purpose in having a board of arbitration. A Board of Arbitration to which any member of the Salary Commission can appeal if he is dissatisfied with the decision rendered by the Salary Commission is something that is not necessary in view of the adoption of the Gross amendment.

It seems to me we should ask ourselves a number of questions in the consideration of this legislation.

First, Mr. Chairman, we should ask ourselves do we want the President and the Congress to control the budgetary and the appropriation process, or do we want a commission to determine this. It seems reasonable to me to retain these processes within the control of the Congress and the President. It seems reasonable that when the President submits his budget to Congress it should include salary adjustments for Government employees to be made during the fiscal year.

Mr. Chairman, it seems to me we might ask ourselves whom the Government employee should turn to a committee for the adjustment of his salary or should he contact his Congressman as he has in the past?

What will we say to the employees or their representative if they come to us? Will we say, "Talk it over with the Commission"? Will we be bound by what the Commissioner reports, or will we treat him in the same manner as all of our other constituents at the time we consider pay adjustments?

Mr. Chairman, if we look at page 32 of the bill we can see that the findings of the Commission go into effect within 30 days after submission to the Congress. If, ultimately, the Gross amendment does not become the law—and I hope that it does become law—but in the event the other body or a conference between the two bodies strikes it out, I feel this amendment will be good insurance to take two bites at similar proposals. My amendment would make the Salary Commission advisory only. I think we show our concern for the Government employee who we say to him that the Congress will retain jurisdiction over the salaries of Government employees.

Mr. LATTA. Mr. Chairman, will the gentleman yield?

Mr. SCOTT. I yield to the gentleman from Ohio.

(Mr. LATTA asked and was given permission to revise and extend his remarks.)

Mr. LATTA. As I understand the gentleman's amendment, he proposes to give the Commission only review powers. Is that correct?

Mr. SCOTT. I would knock out the Commission being able to determine the salary of a Government employee. My amendment would change the word "adjusted" on page 24 to "review." In other words, it would not adjust the salaries. The Commission would review the salaries and make its recommendation to the Congress.

If the Gross amendment does become law it would take away a lot of the thrust of my amendment. I think, however, the two are consistent. My amendment would abolish the Arbitration Board. The Arbitration Board is a review board that is set up in the bill. First, the Commission determines the salary and this would be a recommendation only. Then we would have the Board of Review. The Congress under my amendment would do that rather than a Board of Arbitration. I see no need for a Board of Arbitration in view of the adoption of the Gross amendment, or if this amendment is adopted. My amendment would remove the Board of Arbitration but not the Salary Commission. In other words, we have two separate instrumentalities contained in this bill.

Mr. LATTA. Mr. Chairman, if the gentleman will yield further, I agree with what the gentleman is attempting to do. I do not think that as Members of Congress we ought to let any board or any commission do the job that we are sent here to do. I opposed the Salary Commission created to set salaries for Members of Congress. In my opinion this bill attempts to do the same thing for postal and other Federal employees. I think it is proper and fitting that we increase the salaries of postal and Federal employees but not to set up a commission to do it for us. This is our function as a legislative body—we should not delegate it.

The CHAIRMAN. The time of the gentleman from Virginia has expired.

(By unanimous consent, Mr. Scott was allowed to proceed for 1 additional minute.)

Mr. SCOTT. Mr. Chairman, I thank the gentleman for his comments. Let me say that I believe this Congress and this House over the years has abdicated a large measure of its responsibility. I think it is time that we reversed that trend and did the things that the people have sent us here to the Congress to do.

Mr. UDALL. Mr. Chairman, I move to strike the requisite number of words.

(Mr. UDALL asked and was given permission to revise and extend his remarks.)

Mr. UDALL. Mr. Chairman, I rise in opposition to the amendment. I make two points against the amendment. As a matter of fact I should have raised a point of order to the amendment although I did not, because it really does

some of the things or undoes some of the things that were covered in the Gross amendment and as a result thereof it is my opinion that we would have a confused hodgepodge if both were approved.

Mr. Chairman, I am really appalled that a distinguished Member who represents as many Federal employees as does the gentleman from Virginia (Mr. Scott) would offer this amendment, because it guts the entire work of the committee in salary fixing and the entirely new system of fixing pay which this bill sets up and establishes would be ruined, vetoed and rendered totally ineffective.

Mr. Chairman, all this bill provides for is salary fixing machinery and provides for study machinery. We have had study machinery since 1962 and under that system the Federal employees got further and further and further behind in Virginia until in 1967 we passed an act that set up some timetables and comparability guidelines that brought Federal employees up to full comparability.

If you want to ruin the postal and classified employees and put us right back in the committee and begin all over again and knock out the Federal salary fixing, just approve this amendment, because this is what it does.

If there is any Federal employee or any Federal employee organization that is in favor of this kind of amendment I cannot imagine who it would be.

Mr. Chairman, I strongly urge the defeat of the amendment offered by the gentleman from Virginia (Mr. Scott).

Mr. SCOTT. Mr. Chairman, will the gentleman yield?

Mr. UDALL. I will yield briefly to the gentleman from Virginia.

Mr. SCOTT. Mr. Chairman, is the gentleman saying, when he talks about the amendment gutting the bill, and as being against the interests of the Federal workers, is the gentleman asking this body to believe that the Bureau of the Budget, that the Post Office Department, that the Civil Service Commission, that the Department of the Army, all of whom have representatives on the Commission, are more interested in the welfare of the individual employee than this body is? I do not believe that these agencies are more interested in the welfare of Government employees than their elected representatives.

Mr. UDALL. No; I am not saying that. What I am saying is that the Federal employee was 2 years, 3 years, or even 4 years behind in comparability. I have heard the gentleman say how terrible this is. The reason that situation existed was because we had no machinery for regular, annual, periodic adjustments in pay. We had some study machinery that the gentleman says we should have now. But this bill would establish the automatic machinery whereby it will make sure that we can carry out the policies that we determine we believe in. If we were to continue with the study machinery as suggested, and this study were completed next January, the way this Congress works there would not be a raise until many months later. It would be maybe August or September before we would get around to coming up with a pay bill based upon that study so again

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that would be a year or two behind. That is what this bill is trying to avoid.

Mr. SCOTT. You are saying that the Commission would be more effective than this Congress, and I would submit that that is quite an indictment of the Congress, and the representatives of the employees and the people.

Mr. BIAGGI. Mr. Chairman, will the gentleman yield?

Mr. UDALL. I yield to the gentleman from New York.

Mr. BIAGGI. Mr. Chairman, I thank the gentleman for yielding.

Mr. Chairman, I do not rise too often to speak on the floor of this House. As the Members know, I am a relatively new Member. However, I must rise on a matter so vital and on which I am intimately acquainted.

Before I arrived here as a Member of the Congress I served for many, many years as a policeman, but prior to that I served as a postal employee for some 5 years. I personally regard my departure from that postal system as an escape. I regard it in this fashion facetiously, but the fact of the matter is that it is a proper characterization of my departure; it was an escape from a medieval system and a medieval approach to salaries.

Be assured the Commission, with executive powers, is necessary. The advisory nature of this amendment would emasculate the very purpose of such machinery which is so necessary to overcome omissions over the decades where Congress has not done its job, and that is the fact of the matter. Congress has failed to do its job and discharge its moral responsibilities to the Federal employees, and also to the neglected employees of the postal system of our Nation. That is why we find ourselves confronted with the most abysmal postal service and where we find ourselves confronted with a situation where postal employees are required in some areas of the country to engage in other endeavors in order to maintain a living wage.

Gentlemen, we have seen the unrest, we have seen the activities on the part of the postal employees of this Nation, and they are responsible people, they are dedicated, they are loyal Americans, but they are charged with the responsibility of fiscally maintaining our postal service. We only have to look across the Atlantic Ocean to Italy, where not too many months ago we found a postal strike in existence that tied up that nation before they obtained their benefits. Should we in the Congress be responsible for driving the postal employees of America to that same end in order to ultimately obtain the required benefits?

You and I know that if we permit these inadequacies to approach crisis proportions in this country then we are responsible for any similar job action. It is irresponsibility on our part to drive the employees to that point. Let us discharge our duties and our responsibilities here today by defeating this amendment—and fulfill our moral commitment to the postal as well as Federal employees.

The CHAIRMAN. The time of the gentleman from Arizona has expired.

(By unanimous consent, Mr. UDALL was allowed to proceed for 1 additional minute.)

Mr. DULSKI. Mr. Chairman, will the gentleman yield?

Mr. UDALL. I yield to the gentleman from New York (Mr. DULSKI).

Mr. DULSKI. Mr. Chairman, I thank the gentleman for yielding.

Mr. Chairman, I know of the great contributions that the gentleman from Virginia (Mr. Scott) has made to the Committee on Post Office and Civil Service, but I am sure he is mistaken in presenting this amendment.

As the chairman of the full committee, I have sat on many of the hearings, and have listened attentively to the proceedings. I have always thought that we should bridge the gap of comparability within the period of about 3 or 4 months.

I think it was explained by our able subcommittee chairman, the gentleman from Arizona (Mr. UDALL) when he said that if we delete that one provision from the bill and abolish the Arbitration Board, we will be more than 15 months away from comparability. So I rise in opposition to the amendment.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Virginia (Mr. Scott).

The question was taken; and on a division (demanded by Mr. Scott), there were—aye 27, noes 59.

So the amendment was rejected.

AMENDMENT OFFERED BY MR. HUNGATE

Mr. HUNGATE. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. HUNGATE: On page 46, insert a new section 9 immediately following line 18, and renumber section 9 as section 10, as follows:

"Sec. 9. (a) Any person paid from a clerk hire allowance of the House of Representatives who travels to a Congressional district in a State other than the State of the member by which he is employed for the purpose of influencing in any manner the outcome of a Congressional election, including any future Congressional election, shall be paid for only one-half the pay period during which the Clerk of the House is informed of the activities as provided in subsection (b) of this section.

"(b) Any person paid from a clerk hire allowance who engages in activities described in subsection (a) of this section shall report such activities to the Clerk of the House no later than five days following the commencement of such activities.

"(c) If full pay for the pay period during which the Clerk of the House is informed of activities prohibited by subsection (a) of this section has been received by a person reporting as required by subsection (b) of this section, the Clerk of the House shall withhold one-half of said person's pay for the following pay period.

"(d) Any person paid from a clerk hire allowance failing to comply with subsection (b) of this section shall forfeit all right to any pay from the House of Representatives for a period of six months.

"(e) It shall be the duty of the employing member of a person paid from a clerk hire allowance who engages in activities prohibited by subsection (a) of this section to report the activity to the Clerk of the House if the activity is not reported as required by subsection (b) of this section."

The CHAIRMAN. The Chair recognizes the gentleman from Missouri (Mr. HUNGATE) in support of his amendment.

Mr. SCOTT. Mr. Chairman—

The CHAIRMAN. For what purpose does the gentleman from Virginia rise?

Mr. SCOTT. Mr. Chairman, I make the point of order that the amendment is not germane to the bill that is being considered.

The CHAIRMAN. Does the gentleman from Missouri (Mr. HUNGATE) desire to be heard on the point of order?

Mr. HUNGATE. Mr. Chairman, I can hardly imagine anything more germane than this amendment relating to Federal employees pay in this bill having to do with the payment of Federal employees.

The CHAIRMAN. The Chair is ready to rule. The Chair would like to point out that the amendment offered by the gentleman from Arizona (Mr. UDALL) that was adopted, goes to the point of clerk hire in the House and also in the Senate. The bill having been opened up on that subject by the adoption of that amendment, and since the amendment offered by the gentleman from Missouri (Mr. HUNGATE) also addresses itself to the matter of clerk hire in the House, the Chair holds that the amendment is germane and therefore overrules the point of order.

(Mr. HUNGATE asked and was given permission to revise and extend his remarks.)

Mr. HUNGATE. Mr. Chairman, I urge support of this amendment. It is designed to prohibit campaigning by congressional staff paid from a clerk-hire allowance for candidates in congressional elections held out of the State of their employer's district. The amendment will accomplish this goal by penalizing those staffers in violation of the provision 2 weeks of pay, and in those instances where a staffer fails to report his activities, 6 months of pay.

Mr. Chairman, as President Nixon told those of us who were here yesterday.

The spirit of party grows more evident weekly in the National Capital . . . the call to partisan combat has grown more compelling.

I have in my hand the following letter dated August 27, 1969, which reads as follows:

DEAR BULL ELEPHANT—

I presume that refers to those in the cow districts—

Our Congressional Campaign Committee chairman, Bob Wilson, has asked me to head up our reactivated R.S.V.P. program (Republicans Speak on Vital Problems), concentrating our efforts in Democratic-held districts.

Last year it was constructive Republican alternative programs—I am not sure what we should make of that. Continuing:

We plan to send out three-member teams of Republican Congressmen into these districts on successive week ends between September 26 and November 8.

To make these visits a success, we need a number of topflight advance men to precede the panels into these districts, conferring with local party leaders, setting up the agenda for the visits, arranging for press conferences, et cetera. And that's where you come in.

If you can arrange it with your boss to get away from your office for a total of about 8-10 days during this period (the first 4-5 days coming several weeks in advance of the panel's departure and the second 3-4 days immediately preceding the group's departure), we can use you. Ideally, we're looking

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for administrative and/or press aides with the maturity and experience to deal with party leaders at the state and local level and with the news media in these areas.

The Congressional Committee will pick up the tab on all your expenses, of course.

I interject here that this amendment would afford a further opportunity to pay their salaries as well.

Because this will be a sizable undertaking, involving planning, logistics and timing, we are trying to line up experienced advance men as soon as possible—and would appreciate it very much if you would advise me of your availability to advance one or more of the panels.

Now, it is no secret that the Republicans need all the help they can get in running for elective office, Mr. Chairman. But taking staff members, paid with tax dollars, to pursue the interests of the taxpayers in their employing Congressman's district, and sending them to campaign for candidates for elective office in completely unrelated districts is not justifiable.

For example, why should the taxpayers meet the salary of a staff member employed by a California Congressman while that California staff member is working in a South Carolina political campaign?

Mr. Chairman, we knew the Republicans were hard up for ideas, but we never knew they were hardup for money.

It may be argued that the amendment is not needed because of the sensational lack of success the Republicans have had in recent special congressional elections. But, Mr. Chairman, this may simply be part of the "southern strategy," which involves losing congressional races in Montana, Wisconsin, and Massachusetts.

Mr. Chairman, those not engaging in this practice would not be affected. I am sure the Members would agree with me that any who are engaging in this practice should be stopped.

I therefore urge adoption of this amendment, as a vote to support it is a vote to save tax dollars.

Mr. KYL. Mr. Chairman, will the gentleman yield?

Mr. HUNGATE. I yield to the gentleman from Iowa.

Mr. KYL. Would the gentleman's amendment apply also to employees of the Doorkeeper's office, the office of the Clerk of the House, and other such offices who are paid by taxpayers generally?

Mr. HUNGATE. This amendment is limited, as I think the Clerk read.

Mr. KYL. I do not disagree with the gentleman's amendment at all. Would the gentleman join with me sometime and try to get a similar amendment to control those other offices?

Mr. HUNGATE. I have tried to adopt a policy of giving conscientious consideration to all amendments offered. I will do the same for any amendment offered by the gentleman from Iowa.

Mr. HOGAN. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, the amendment as drafted has a broad brush effect which the author of the amendment does not intend. I happen to represent a district in metropolitan Washington and there are probably more employees of Members

of Congress residing in my district than in any other district.

The result of the amendment as written would deny the individuals living in this district an opportunity to work for me or for my opponent in a political campaign. I do not think that this is the intention of the author of the amendment.

Mr. HUNGATE. Mr. Chairman, will the gentleman yield?

Mr. HOGAN. I yield to the gentleman from Missouri.

Mr. HUNGATE. Mr. Chairman, I believe the gentleman misconstrued the amendment. The employee actually can work any place in the same State, but the employee simply cannot go out into any other State in a political campaign. There is no harm in working for a Congressman.

Mr. HOGAN. But the employee who might be a legal resident of Missouri might live in Prince George's County, in my district, and might like to work for me or my opponent in a campaign. As I see it, the gentleman's amendment would preclude him from doing that.

Mr. HUNGATE. I appreciate the gentleman's suggestion. I believe he refers to something they do on their own time. I think with respect to the time they are paid for by the Government, for 3 or 4 days or 4 or 5 days out of State of the employing Member, that would be above and beyond donated time one may expect. I suppose they could take vacation time.

Mr. LONG of Maryland. Mr. Chairman, will the gentleman yield?

Mr. HOGAN. I yield to the gentleman from Maryland (Mr. LONG).

Mr. LONG of Maryland. Mr. Chairman, I think the amendment offered by the gentleman from Missouri would not do any great harm, but it opens up a Pandora's box. I oppose the amendment offered by the gentleman.

Mr. HOGAN. I thank my colleague from Maryland.

I urge the defeat of the amendment.

Mr. WAGGONNER. Mr. Chairman, I move to strike the requisite number of words.

Mr. Chairman, I think the gentleman from Maryland (Mr. LONG), who engaged in the previous colloquy, hit the nail on the head when he said an amendment such as this would open up Pandora's box. Consider in part for a moment what this proposed amendment does—and I know the gentleman from Missouri offers it with good intentions.

First of all, for example, the amendment prohibits under any circumstances a member of my staff, but not a member of a Senate staff, or a member of a committee staff, from going into a congressional district in any congressional district other than my home State, or in the instance of one of the gentleman's employees, in the gentleman's home State—unless at a sacrifice or penalty: It costs the employee one-half of his pay for that pay period.

I think it is probably unconstitutional. If he does not report to the Clerk of the House, as this amendment requires, he will lose 6 months' pay.

Consider some of the circumstances wherein every franchised and free

American ought to have the privilege of doing what he wants to do politically. Every other Federal employee we are talking about giving raises to today has that privilege. Suppose a man is on a legitimate vacation, one that has been scheduled for months. He ought to have the privilege of doing what he wants to do on that vacation. He at least ought to be able to use that off-duty time to engage in politics.

Mr. HUNGATE. Mr. Chairman, will the gentleman yield?

Mr. WAGGONNER. I yield to the gentleman from Missouri.

Mr. HUNGATE. Mr. Chairman, the gentleman would recognize the Hatch Act does prohibit some activities for Federal employees that other people may engage in?

Mr. WAGGONNER. It absolutely does not when they are not on duty. They can engage in partisan politics when they are off duty.

Mr. HUNGATE. But the gentleman will agree there is a Hatch Act which affects Federal employees and not other employees.

Mr. WAGGONNER. Yes. But what the gentleman proposes here is far in excess of what the Hatch Act imposes on other Federal employees. Consider this. Consider the announcement just made by the Department of Defense the other day about the ability of the military to participate while off duty in elections. Suppose my administrative assistant is not a resident of the State of Louisiana, for example, but he is a resident of the State of Virginia, and he lives in the State of Virginia.

Are you going to tell me that in his authorized period of vacation he cannot participate in a congressional election in the State of Virginia? This amendment says he cannot.

If it is right for the Members of the House, why are we not going to put the same restriction on Senate elections or on presidential elections, just for an example?

This opens a can of worms nobody in this House wants to fool with.

Mr. Chairman, we are all engaged in the game of politics and we might as well recognize it. Let us not try to restrain people to this extent. It does not make sense. Vote this amendment down. It is totally unworkable.

Mr. UDALL. Mr. Chairman, I move to strike the requisite number of words.

I should like to express two or three thoughts to the Members.

One is, the committee did not study this amendment. It takes no position as a committee on it.

My own view is that the Republican campaign committee had a rather ill-conceived program to send out staff people, who are paid some pretty handsome salaries, to go out for several days at a time into the congressional districts of our own colleagues.

I had the honor of one of them from a colleague of our own State (a Member of this body) sending out paid staff people into my hometown to tell my voters perhaps they were making a mistake keeping me in the Congress.

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This would not be outlawed under the amendment. The amendment would permit this practice to continue. It would permit Members to send AA's all over the State. It would simply say I could not send my staff people into Louisiana or into Michigan or into some other State to campaign.

I recognize the practicalities. We are all in politics. It is hard to draw the line between what staff people do in politics and out of politics.

I would hope that the practice of this kind, that gave rise to this amendment, would be given a pretty hard look by the members of the other party. Two can play this game. It is a very poor policy to have the taxpayers pay their money for this. I pay my share of taxes, and I resent paying to have a man go 2,000 miles to another State to help defeat a Member of the House.

I am going to vote against the amendment. As I say, the committee has not taken a stand on this.

Mr. DERWINSKI. Mr. Chairman, I move to strike the requisite number of words.

This is a fascinating amendment. It really ought to intrigue all Members of the House. It is not as one sided as it might appear.

May I say in passing, I have the greatest of respect for the gentleman from Missouri, who offered the amendment. I remember the day when, with great courage, he marched into the well of the House and took on the entire Press Gallery, which few of us would have the courage to do. It is not surprising he will today take on the entire House membership with such a proposal.

Mr. HUNGATE. Mr. Chairman, will the gentleman yield?

Mr. DERWINSKI. I yield to the gentleman from Missouri.

Mr. HUNGATE. I would say the gentleman is paying tribute to my courage but certainly not to my judgment. I appreciate his comments.

I do mean this to apply equally to both sides of the aisle. I recognize what the gentleman says. On this side of the aisle I am sure he can recognize it more easily than I can.

Mr. DERWINSKI. I want to commend the gentleman for his judgment. I do not believe his judgment is any worse in offering this amendment today than it was when he took on the press.

I do wish to point out that we just have to appreciate what goes on in reality. We do not suppose for a minute, when Senator KENNEDY traveled about the country, that staff has not been involved. I even have a sneaking suspicion that some of the more brilliant statements issued by the Democratic Study Group are the work of staff people, just as their other activities obviously are the work of staff people.

I would think, if we want to prohibit staff people from any participation in politics at all, we had better shake up this entire operation of ours. Even the press releases that will be flowing into the galleries all night long this day are politically prepared by staff people, going far beyond the district of an individual Member.

This is not really too bad an amendment. I would not mind supporting it on the ground it would confuse this bill and make it less acceptable further down the line.

I believe, in all reality, the political facts of life being what they are, this amendment would not help Democrats and would not help Republicans. It would just upset the present rules of the game.

If the gentleman from Missouri gets clearance from the leaders on that side I will have a few amendments to try to clean up his amendment, but really I think we ought to appreciate the unusual significance of this imaginative amendment.

Mr. HUNGATE. Mr. Chairman, will the gentleman yield further?

Mr. DERWINSKI. Yes. I will yield to the gentleman from Missouri.

Mr. HUNGATE. Mr. Chairman, I appreciate the statement of the gentleman that it would not be helpful to Democrats or Republicans, but I submit it might help taxpayers.

Mr. DERWINSKI. By gosh, if I thought we would do anything to help taxpayers, I would rally to the cause. But just think of the damage we are doing to the taxpayers with this bill to which the gentleman is offering an amendment. If we postponed the entire bill, we might be doing the taxpayers a real favor.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Missouri.

The question was taken; and on a division (demanded by Mr. HUNGATE) there were—ayes 48, noes 55.

So the amendment was rejected.

COMMUNICATION FROM NORTH VIETNAM

Mr. MORTON. Mr. Chairman, I move to strike the last word.

(By unanimous consent Mr. MORTON was allowed to speak out of order.)

(Mr. MORTON asked and was given permission to revise and extend his remarks.)

Mr. MORTON. Mr. Chairman, a few moments ago there was handed to me by a messenger from the White House a letter from the Premier of North Vietnam, Pham Van Dong. The letter was sent from Hanoi in Vietnamese to Paris and transmitted from Paris to the United States, 1317 Greenwich mean time, October 14, 1969. It says:

DEAR AMERICAN FRIENDS: Up until now the U.S. progressive people have struggled against the war of aggression against Vietnam. This fall large sectors of the U.S. people, encouraged and supported by many peace- and justice-loving American personages, are also launching a broad and powerful offensive throughout the United States to demand that the Nixon Administration put an end to the Vietnam aggressive war and immediately bring all American troops home.

Your struggle eloquently reflects the U.S. People's legitimate and urgent demand, which is to save U.S. honor and to prevent their sons and brothers from dying uselessly in Vietnam. This is also a very appropriate and timely answer to the attitude of the U.S. authorities who are still obdurately intensifying and prolonging the Vietnam aggressive war in defiance of protests by U.N. and World Public opinion.

The Vietnamese and world people fully ap-

prove of and enthusiastically acclaim your just struggle.

The Vietnamese people demand that the U.S. Government withdraw completely and unconditionally U.S. troops and those of other foreign countries in the American camp from Vietnam, thus allowing the Vietnamese people to decide their own destiny by themselves.

The Vietnamese people deeply cherish peace, but it must be peace in independence and freedom. As long as the U.S. Government does not end its aggression against Vietnam, the Vietnamese people will persevere in their struggle to defend their fundamental national rights. Our people's patriotic struggle is precisely the struggle for peace and justice that you are carrying out.

We are firmly confident that, with the solidarity and bravery of the people's of our two countries and with the approval and support of peace-loving people in the world, the struggle of the Vietnamese people and U.S. progressive people against U.S. aggression will certainly be crowned with total victory.

May your fall offensive succeed splendidly.
Affectionately yours,

PHAM VAN DONG,
Premier of the DRV Government.

Mr. Chairman, all of us in this House have vigorously supported the right of dissent. We have supported the right of people to express themselves in assembly. I think we had better in this case—in the so-called moratorium—be very careful that we do not fall into a trap which has been set here so cleverly by the Communist leader of North Vietnam.

We had better think a long time if we use this moratorium for any other purpose than to rededicate ourselves to the support of the President of the United States and the national policy of this country which he so eloquently and so magnificently has articulated.

Mr. DOWDY. Mr. Chairman, as a preface to these few words, I would relate that I was one of those who felt at the time we got involved in Vietnam, and so stated, that it was a mistake to involve American troops in a long war in Asia. That has been an American military maxim since the 19th century. However, that is water under the bridge. We did become so involved. We are there. Our country is at war, and we ought not forget it.

With that out of the way, I will proceed to the point of my remarks today.

Mr. Chairman, many words will be spoken today and tomorrow in fawning support of our North Vietnamese and Vietcong enemy. This may even cause some wonder whether patriotism is dead in America. I say it is not. I shall give just one example; I know there are countless others.

Five years ago we had a page on the floor of this House from Conroe, Tex. Many of you will remember him, Jimmie Edwards. I have known Jimmie since he was 10 years old. He would rather these remarks not be made, but because of the current pro-Vietcong demonstrations, I believe I should speak, and he will forgive me.

After service as our page, he returned to Conroe to complete his high school education. He then enrolled in college, making excellent grades. But his country was in trouble—it was at war in Vietnam. As a university student, the draft

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was not pressing him; he was 20 years old, a junior in the university. But his country needed him; he heard the call. He was eligible for officer training, but turned it down to voluntarily enlist in the U.S. Marine Corps as a private.

He felt the need for fighting men, and that the need was current, and in Vietnam. Last February he enlisted; on August 5 he arrived in Vietnam as a Marine private; on August 6 he celebrated his 21st birthday at An Hoa, 27 miles southwest of Da Nang.

During the ensuing days, Jimmie participated with valor in the military action. On one occasion he prevented the death or capture of himself and his buddies by an enemy officer who had approached to within 10 feet of where they were resting from exhaustion. The enemy had already raised his gun to shoot when Jimmie shot faster. Jimmie was not afraid to do his duty for his country.

Then, on August 19, Jimmie and several other marines were hit by enemy rockets. I understand all were killed, save Jimmie and one other. Jimmie lost both legs, and received other wounds. He is now in the U.S. Naval Hospital, Oakland, Calif. Corporal Edwards has been awarded the Bronze Star with valor, for his service rendered during his 2 weeks in Vietnam.

Jimmie is not discouraged. He is a man. He does not feel sorry for himself. He will walk again, and will feel that he is still on his own two feet, even if they will be artificial. Jimmie would return to Vietnam, if the Marine Corps should feel he could serve.

Jimmie hopes to be home for Christmas, and perhaps walking. Knowing him, I believe he will, and when he is able, I want him to visit us in Washington in order that those of you who knew him as a page may renew your acquaintance with a real square, a patriotic young American.

And I believe Jimmie would join with me in recommending a poem, author unknown to me, to those who are in sympathy with the demonstrations favoring the Vietnamese Communists:

No man wins when freedom falls—
Good men rot in filthy jails;
And those who cry, Appeal! Appeal!
Are hung by the ones they tried to please.

Mr. Chairman, I include as part of my remarks the article by Joe Parsley concerning Cpl. Jimmie Edwards, which appeared in the August 27 issue of the Conroe, Tex., Courier:

JIMMIE C. EDWARDS WILL WALK WITH COURAGE, WISDOM, GLORY
(By Joe Parsley)

Jimmie C. Edwards III is a square. He's the kind of square that makes the hackles on the back of your neck stand at attention . . . the kind that makes the tears well up in your eyes and shout to your maker. "Thank God he's a square . . . just give us more like him."

Jimmie is the kind who wears his heart on his shirt sleeve rather than buried from other people in his chest. He feels. He knows others feel, and he pours forth compassion for their feelings.

Jimmie knows his obligation for the many blessings which have come his way. He knows a better world is possible, and he was willing to take a chance to find that better world for all of us.

So he went forth when he didn't have to. With all the love, help and influence of this nation's capital at his disposal, he set it aside and volunteered at the very bottom as a U.S. Marine.

His reasons? Jimmie had a number of them, and all of them were good. They were based on sound logic. They were based on love of his country. They were based on his country's needs. All of them boiled down to patriotism.

The principal who knew this young man so well through high school said yesterday, "Jimmie undoubtedly was the most patriotic youngster I've ever known." Everything he added after that sounded insignificant.

Jimmie went into the Marines as a lowly buck private about the middle of last February. He left a promising career as an attorney while a junior student at the University of Maryland to volunteer as a Marine. There was no pressure on him.

He underwent basic training at Parris Island, then on to Camp LeJeune before his transfer to Vietnam.

"I'm a grunt," he wrote mom and dad, Mr. and Mrs. Jimmie C. Edwards Jr. of Conroe. "That's the lowest thing there is. But I love it."

Jimmie was offered officer training school three times. He shook his humble head from side to side each time. "I know where the need is, and I want to be there."

Yep. Jimmie is a square. So square in fact that in April of 1964 he was appointed as a Page in the U.S. Congress by Rep. John Dowdy. By June he had worked his way up to the envied post as assistant overseer in that famous lawmaking body. And in early July he was elevated to the position of Overseer of Other Pages.

Jimmie was so square that admiring Congressmen insisted he serve them during the Democratic National Convention at Atlantic City, N.J. starting August 24, 1964.

He served them well. This slip of a lad numbered among his close friends the men whose faces and names we read about daily as shapers of history and our destiny. To them, Jimmie was "something special" because you see, Jimmie is a square.

The lad was happy and delighted with his pre-law course at the University of Maryland. It was aiming him in the direction he wanted to travel. Toward law, toward politics.

As a student, Jimmie also held a good job by Presidential sanction in the U.S. Post Office in this nation's capital. And not only did he carry his full college course after working from 4 a.m. to 9 a.m., he also worked weekends at a stable. He was quite a horseman on the side, and held many trophies which commemorated his equestrian accomplishments.

But this was not enough for Jimmie. He was a square. And as a square his soul burned with an obligation which he felt was "now."

That need was in Vietnam. He was so very close, both logically and emotionally with this nation's need in that faraway country. The full life around him seemed hollow, so long as that need existed.

We're sure he fought the demands of that command within him. That's only human nature. But some commands are so strong you can't ignore them.

You must set aside the fears, hopes and desires of parents and other loved ones. Obligations must be fulfilled.

So Jimmie volunteered. There was no other course. After training, this square reached Vietnam on August 5. He was sent immediately to An Hoa, which is 27 miles southwest of Da Nang, and arrived there on August 6, his 21st birthday.

"It was a helo celebration," he wrote. His outpost went under seige that same day.

The rocket blasts which scream warnings at you were almost continuous. And the mortar barrages which slip upon you silently terrorized the group. But Jimmie lucked out until August 18 . . . two short weeks after his arrival.

Then it happened.

The rocket was almost a direct hit. It knocked this square's legs out from under him. Shrapnel wounded his hands, tore at one ear and penetrated his lungs.

He and one buddy were the only survivors of 10 or 12 in his bunker.

His buddy was left blind, one-armed and without legs.

All this time a terrifying premonition had been haunting both Mr. and Mrs. Edwards here in Conroe. "I know something's wrong," they told friends before the Marine sergeant reached their home on August 21.

"I knew what he had come for before we reached his car," Jimmie's father said. "I only wanted to know the truth at that moment, and I insisted on it."

"And he told me that Jimmie was wounded critically. He also told me he would face a series of serious operations, that he had been evacuated to the Philippines for further treatment and would be sent on to where the best medical services would be available for his particular needs."

The parents have talked to their son by phone in a conversation which required the ultimate in self-control. You can imagine how they treasure that conversation.

"When our son walks again," his parents said, "it won't be on his own feet. But he will walk with courage, and wisdom, and glory . . ."

AMENDMENT OFFERED BY MR. ABERNETHY

Mr. ABERNETHY. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. ABERNETHY: Strike out section 2 and section 3 in their entirety and remember the succeeding sections accordingly.

Mr. ABERNETHY. Mr. Chairman, first, I would like to associate myself with the remarks made by the gentleman from Maryland (Mr. MORTON). I think it is very unfortunate that this "talk-in" has been scheduled in the House for today or for any other day. The same applies to the demonstrations that have been scheduled to take place over the country tomorrow. I cannot help but—in fact, I know—that such will do nothing more than strengthen the dedication of North Vietnam to continue this war. It will prolong the war and result in the killing of more American sons. I hope that what has been planned here for tonight will be called off. It cannot help our cause but will give a big lift to North Vietnam.

Mr. Chairman, it is not often that I intervene and offer amendments to legislation that does not come from my own committees. But this is an amendment that I could not let go by.

If there is anything that this Congress has been criticized severely for it was the enactment of the Congressional, Executive and Judicial Pay Commission which was included in the last pay bill that came before this body.

I dare say, Mr. Chairman, that if a poll had been taken of the people of this Nation when that provision was included in the bill a few years ago, it would have been overwhelmingly disapproved. It was very unpopular. It was regarded by the people of the Nation as a means of ducking our responsibility in passing upon our salaries as well as the salaries of the Cabinet and of the judicial branch. And, indeed, I regarded same as just that—a duck, a dodge, an unwillingness to face up to our responsibility.

I realize that the amendment which was offered by the gentleman from Iowa

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(Mr. Gross), considerably improved the situation insofar as this Commission is concerned. It requires that the Commission report come back to the Congress and that the Congress may approve or disapprove that which has been recommended by the Commission. May I also point out that this Commission is stacked to begin with. Its makeup will be such that the employees will almost have complete control of determining their own salaries. If we are to have a commission then certainly it should be unbiased.

Leaving the Commission in the bill even as amended by the Gross amendment—which I concede is an improvement—exempts the committees of the Congress from making their own studies and from taking testimony and denies the Congress the right to amend the Commission's recommendations. In my judgment, Mr. Chairman, this Commission is a mistake. And do not forget it, the people will let you know about it.

Striking the Commission from the bill will not hurt it. The employees who are intended to be helped by the bill will still be helped. The bill will still retain the present language contained in sections 5301 and 5302 of title V of the United States Code under which the policy of pay comparability is established, and under which annual reports on pay comparability are submitted by the President. The amendment will retain in the bill the sections dealing with the two-step advancement for postal employees in the first eleven levels, the accelerated advancement for postal employees, remote worksite allowances and subsistence and allowances for the Corps of Engineers floating plant operations.

All the amendment does is just get rid of the Commission. Let us take it out and continue to face up to our responsibility.

(Mr. ABERNETHY asked and was given permission to revise and extend his remarks.)

Mr. UDALL. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, this amendment essentially strikes out all the operative parts of the bill. The bill is designed to have an automatic salary fixing method by next January. If this amendment is adopted it means there will be no pay increase in January. It would wipe out a year's hard work by the committee, and it violates the aims and hopes of every employee organization, including the postal employees and the classified employees.

If you want to improve the postal service, then support the committee in the fine work it has done in producing this bill and vote the amendment down.

Mr. Chairman, I hope that the amendment will be defeated.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Mississippi (Mr. ABERNETHY).

The amendment was rejected.

AMENDMENT OFFERED BY MR. DERWINSKI

Mr. DERWINSKI. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. DERWINSKI: On page 46, line 19, strike out "October 1, 1969" and insert in lieu thereof "the date of enactment of this Act".

Mr. DERWINSKI. Mr. Chairman, this amendment is so brief that I do not believe it will be necessary for me to use the 5 minutes.

All this amendment does is to postpone the effective date of this act from October 1, 1969, until the date of enactment. This applies to the October 1 two-step pay increase that would be granted to post office employees only.

The reason for offering this is quite practical. We are now in the third week of October. We have no idea how rapidly or how slowly the other body may pick up this measure. Certainly, it is not the intention, I do not think, of even the most militant supporters of this bill to find a situation where it may not be processed until next February or March and then have a 5- or 6-month retroactive pay increase. That is not really a sound procedure. At the time October 1 was selected, we were working on the bill in committee at the end of July and early August and I do not at this point see how we could in a rational manner maintain the October 1 date.

In the interest of injecting more rationality into this proposal, I offer my amendment.

Mr. UDALL. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, last July the postal employees received an increase of about 4 percent. The classified employees received a pay increase of some 9 percent. A great flurry occurred and many of us promised some emergency action. The action we designed in committee was expressed by the two-step increase which would give them some relief.

As the gentleman from Virginia (Mr. BROTHILL) pointed out, the pay of the postal worker in the Washington metropolitan area is now more than \$1,000 below what the BLS statistics indicate it takes to provide a low standard of living for a family of four. But the gentleman from Illinois' amendment would delay this even further.

I strongly urge that this amendment be defeated. It is unfair and inequitable.

Mr. DERWINSKI. Mr. Chairman, will the gentleman yield?

Mr. UDALL. I yield to the gentleman.

Mr. DERWINSKI. Just for the sake of the record, I would point out that under the leadership of the gentleman from Arizona, the postal employees received a pay increase in the first two steps under the 1967 Salary Act in excess of the classified employees. The third-step figure was really a basic adjustment to cover the pay of classified employees for extra increase that the postal employees received earlier. I do not believe they are being discriminated against.

Mr. COLMER. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I have hesitated all afternoon to refer to this matter, but I just cannot in good conscience refrain from doing so now.

I do not know whether these figures have been brought out or not, but I think in fairness and in justice they should be. I refer to the additional cost to the taxpayers of this country of this bill—and they are the only source that we have for getting the revenues for this bill.

Now like everybody in this House, I

love my postman. I like his vote. I like his good will and I like the organization as such. But when I am faced with the fact that we are now paying \$42 billion for salaries of Federal employees, and I hasten to add that \$16 billion of that is for the military—\$26 billion of that is for Federal employees, civilian employees. I think it is time to consider the impact on our fiscal affairs and particularly on the inflationary situation. When this bill was up before my committee, I called the director of the Bureau of the Budget and asked him if he could give me the figures about what this bill would add to the existing cost. Here is his reply.

The cost of the pay increase for 1969—\$3.8 billion.

The cost of the pay increase for last year, July 1968—\$1,800,000,000.

The cost of the bill H.R. 13000 for fiscal 1970 is \$1,539,000,000—the increase—and for fiscal 1971, \$4,351,000,000, or a total of \$5,910,000,000. That is the increased cost of this legislation for the next 2 years. Now add to that an anticipated deficit of \$1.5 billion and you have a grand total of some \$7.5 billion.

We talk about inflation. The greatest enemy that this country faces today, I want to repeat, is inflation. It is greater than communism. It is greater than the trouble we have in Vietnam. It threatens the Republic itself.

What are we going to do about it? We are either going to destroy the economy of this country through inflation, or we are going to do something about it.

Mr. Chairman, I hate to repeat the statement, but the 1939 dollar today has purchasing power of less than 39 cents. How long can you continue that? When inflation finally deals its death blow, then the wheels of industry stop. Everything stops—the postal employees, the Federal employees, Members of Congress—everybody. And everything stops. Chaos ensues.

I know it is not adding to an popularity that I might have, if any, in this body, nor in the galleries, nor at home to make this speech over and over again. But I still repeat that we are either going to apply the brakes somewhere—and I do not want to apply them here any more than I do anywhere else. We will be driven to wage and price controls. I wanted to apply the brakes back there when we raised our salaries through some kind of—I do not want to use the word "gimmick" but the provision in that bill that is in this bill that did not permit a vote on the increase. We made ourselves vulnerable to every group in the country when we did that, and we are making ourselves more vulnerable now.

I apologize to my colleagues in the House for going over this again and again, but I just could not sit here without at least permitting those who are not familiar with this situation to know what we are doing here.

Mr. CUNNINGHAM. Mr. Chairman, I move to strike the requisite number of words.

A short time ago a gentleman from New York, a relatively new Member, said he was a former postal employee, and the Congress had neglected to do much for the postal employees. I must challenge him on that statement and point out to

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him that from 1955 through October of 1967 there have been 10 postal employee pay raises that this Congress has enacted and have become law. The last one was a three-phase increase.

In addition, there have been many fringe benefits that have come out of our committee. One of the most attractive for Federal employees has been the health benefits plan, and I could name dozens of others.

We cannot do this job all at once. Maybe the raise should be higher than they have been in the past, but we were careful to write a bill that would pass and become law. We have made a great deal of progress, however, particularly under the leadership of our friend Jimmie Morrison, who was a great champion of the postal workers—the greatest champion they ever had and would have become chairman of the committee but he was defeated.

I might say, sitting here and listening, I have heard a great deal of talk about the raises for the postal employees and not enough on the fact that we also have a large number of classified employees. As a matter of fact, approximately only about one out of every four employees is a postal worker, and the vast majority of Federal employees are classified people, and they are not at all satisfied with this bill.

The president of the classified employees' union that is the American Federal of Government Employees, John Griner, is not at all satisfied with this bill, because it does not treat the classified employee he represents on an equal footing.

I might say there had been some bidding between the various Government employee unions to be members of the executive committee of the parent AFL-CIO, and the two largest postal unions were fighting for that appointment. But in the last few days, Mr. John Griner was elected to that post. It is the fastest growing union and represents at least three out of every four Government employees. They are not satisfied with this bill. I think that should be brought to the attention of the House. Regardless of how some of the Members vote, those are some facts the Members should know.

I will reiterate that we have worked long and hard in drawing up these pay bills. I voted for all of them in the 13 years I have been here. I helped write them. Jimmie Morrison and I and a couple of other members and clerks and staff wrote many of these bills in the Congressional Hotel at night over dinner or at a breakfast meeting in the morning. We worked and sold other members of the committee. We got the necessary votes lined up to get these bills passed.

Mr. MYERS. Mr. Chairman, will the gentleman yield?

Mr. CUNNINGHAM. I yield to the gentleman from Indiana.

Mr. MYERS. Mr. Chairman, I ask the gentleman for information. There have been many statements about this particular bill being discriminatory against other Federal employees. Could the gentleman be more specific and tell me just how this bill is going to be discriminating against classified employees and others?

Mr. CUNNINGHAM. Mr. Chairman, the author of the bill and Members of that subcommittee probably could better answer that than I, but I do know Mr. Griner, the President of the AFGE, and his associates do feel that definitely it is discriminatory against the classified people. That is about as much as I can say.

Mr. MYERS. But this is only a general and broad statement. Is the gentleman not able to be more specific then?

Mr. CUNNINGHAM. No, other than a general statement that the bill does discriminate against the classified workers.

Mr. SCOTT. Mr. Chairman, will the gentleman yield?

Mr. CUNNINGHAM. I yield to the gentleman from Virginia.

Mr. SCOTT. Mr. Chairman, in reply to the request of the gentleman from Indiana for information, this bill provides within-grade increases for postal workers effective on the first of October and also provides a step increase for postal workers next July. No such provision is made for classified workers or any other Government employees, so the postal workers get increases over and above any raises provided in the annual reports of the Salary Commission established by the bill.

Mr. MYERS. If the gentleman will yield further, it is my understanding the postal workers have not been raised previously when other workers have been. Is this true?

Mr. CUNNINGHAM. It is just the opposite.

Mr. MYERS. I thank the gentleman.

Mr. BIAGGI. Mr. Chairman, I move to strike the requisite number of words.

Mr. Chairman, in responding to the gentleman from Nebraska, I congratulate the gentleman for having voted for the postal increases over the years. My observation, however, remains steadfast. Congress has failed to discharge its obligation to the postal employees of the Nation. I would like to point out those increases have been many, but they have been small.

It is a perfect illustration of too little and too late, that is perfectly demonstrated by instances where postal employees in the city and State of New York have applied for and have been eligible for and have received welfare payments in order to eke out a meager existence, and provide for their loved ones.

The point is raised that an increase of this type, the passage of this bill, would contribute to inflation. My good friend, the gentleman from Mississippi, cites it as the primary problem of the day. I could not agree with him more.

However, what is even more important is the continued existence of employees and their families and providing them with a decent salary.

We talk about efficiency in the postal service. There is an exodus that is frightening—losing our most experienced personnel. The future holds no promise, except that we pass this bill and provide economic stability, economic motivation for remaining in the postal service.

What the real problem has been over the years is that there are regional differences, regional variances in motivation. In some areas postal employees

have the support of their Congressmen because the economics of the area mandates it. In other areas the postal employee has enjoyed a superior position. As a result of this dichotomy, this division in the Nation, Congress failed to respond properly. It responded, but failed to respond properly.

This is an occasion when Congress can respond and perform a service for the Nation and to postal employees as well as the other deserving Federal employees.

Mr. OLSEN. Mr. Chairman, I move to strike the requisite number of words.

(Mr. OLSEN asked and was given permission to revise and extend his remarks.)

Mr. OLSEN. Mr. Chairman, I wish to address a question to the chairman of the subcommittee, the gentleman from Arizona (Mr. UDALL).

I would ask the gentleman to explain the operation of the Wage Board and tell how many employees are governed by Wage Board salary controls on an annual basis, and describe that with relation to his bill.

Mr. UDALL. Mr. Chairman, there are 740,000 Federal workers, paid by the United States whose pay is fixed by the Wage Board system.

These are regional boards which are designed to have representation from management and labor. They are based upon a congressional policy that is a hundred years old, formed back in the 1860's.

The congressional policy is that a carpenter, a sheet metal worker, or a plumber who is a Federal employee ought to make the same hourly wage as a carpenter, sheet metal worker, or a plumber in private enterprise. So these boards meet and determine what is the prevailing wage for that particular skill in that area.

These decisions never come to Congress. Over \$4 billion will be paid out this year under the Federal Wage Board system.

This bill now before us has a Federal Salary Commission for the remaining Federal workers which is designed to have labor representation on it. This is one of the complaints they have had—that they have never been consulted on the mechanics of making pay comparable. It has management representatives from the Department of Defense, the Bureau of the Budget, the Postmaster General, and the Civil Service Commission. They sit down and determine what figures are necessary, what pay scales are necessary, to carry out this great congressional policy of comparability.

So they are very analogous. They work in the same way. There is no delegation here that is not in the Wage Board system. In fact, under the bill here they would have to come back to the Congress, and we would have an opportunity to veto, something we do not have under the Wage Board system.

Mr. OLSEN. I thank the gentleman.

I believe every Member ought to get this clear. This is not something new. This started under President Lincoln. That is how long ago it was that the Wage Board policy was established, that carpenters be paid the same working for

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the Federal Establishment as they would be paid in private enterprise.

We want to do that sort of thing with all the rest of the Federal employees, so that we do not have to climb this hill ever year, or worse, to climb it every 4 years when the increase would be so much higher. We would like it to happen once every year, so that it would be much more manageable than at the less frequent time. We want it handled using the mechanics of the statistics coming out of the Bureau of Labor Statistics.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. OLSEN. I certainly will.

Mr. GROSS. Many, many things have been blamed upon Abraham Lincoln. Is the gentleman going to blame the Wage Board on him, too?

Mr. OLSEN. The program commenced under his administration.

Mr. GROSS. Will the gentleman yield further?

Mr. OLSEN. Yes.

Mr. GROSS. Is it not true one Member of Congress tinkered with the Wage Board last year and he is no longer among us here in the Congress?

Mr. OLSEN. I have not any knowledge of that at all. There were a number of Members of Congress who were beaten at the polls and some who died since the last wage bill.

Mr. UDALL. Mr. Chairman, I ask unanimous consent that all debate on the pending amendment and all amendments thereto cease in 5 minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Arizona?

There was no objection.

Mr. UDALL. Mr. Chairman, I ask unanimous consent to withdraw my request.

The CHAIRMAN. Is there objection to the request of the gentleman from Arizona?

There was no objection.

COMMUNICATION FROM NORTH VIETNAM

Mr. FRELINGHUYSEN. Mr. Chairman, I move to strike the requisite number of words.

(Mr. FRELINGHUYSEN asked and was given permission to proceed out of order.)

Mr. FRELINGHUYSEN. Mr. Chairman, I am very reluctant to interrupt a discussion of this bill, but I did want to call the attention of the membership to a UPI news item. It has a time of 4:10 p.m., which confirms the fact that an open letter has been sent by North Vietnam Premier Pham Van Dong to the American people. It also shows that this moratorium has been enthusiastically endorsed by the Foreign Minister of North Vietnam, Madam Binh. Let me read the account from Paris.

Mr. UDALL. Mr. Chairman, will the gentleman yield?

Mr. FRELINGHUYSEN. I yield to the gentleman, of course.

Mr. UDALL. I have promised a number of Members who have problems to try to complete this bill as expeditiously as possible. I did not expect when the same subject was broached earlier and the entire communication was read by the distinguished gentleman from Michigan

that it would again be introduced here. There are some who are going to have a discussion of this matter later tonight. I am very fond of the gentleman from New Jersey and I am reluctant to object—

Mr. FRELINGHUYSEN. I very much appreciate the gentleman's kind comments. However, I have apologized for speaking out of order, and I did receive unanimous consent to do so.

Mr. UDALL. I did not hear the gentleman's request.

Mr. FRELINGHUYSEN. And I can yield no longer, because the gentleman is taking up my time.

The CHAIRMAN. The Chair will state that the gentleman did receive unanimous consent to speak out of order.

Mr. FRELINGHUYSEN. As I was saying, Mr. Chairman, this is the article. North Vietnamese Premier Pham Van Dong, whose regime is banking on U.S. public pressure to force Washington into accepting Hanoi's negotiating demands, acclaimed the Vietnam moratorium day in an open letter today to the American people:

The Viet Cong's Foreign Minister Madame Nguyen Thi Binh, in a separate statement, also hailed the moratorium scheduled for Wednesday and renewed standing communist accusations that Washington is bent on prolonging the war.

Madame Binh, in her statement, cheered the day of protest and issued a new call for the total and unconditional withdrawal of U.S. troops from South Vietnam and the toppling of the Saigon regime.

The news item then continues, and I quote:

"Your struggle is a noble reflection of the legitimate and urgent demands of the American people, which is to safeguard the honor of the U.S. and save its children and brothers from a useless death in Vietnam," Dong said to antiwar demonstrators.

He praised the moratorium as a "worthy rebuff to the obstinate attitude of the U.S. administration in intensifying and prolonging the war in Vietnam, ignoring the protest of public opinion in the U.S. and in the entire world."

The Premier's letter, apparently prepared in advance of his current trip to Moscow, was sent from Hanoi and released in Paris by the North Vietnamese delegation to the Vietnam Peace Conference.

"The people of Vietnam and the people of the world wholeheartedly approved and acclaim the just struggle" of American war protesters, Dong said.

Mr. MIZELL. Mr. Chairman, will the gentleman yield?

Mr. FRELINGHUYSEN. I yield to the gentleman from North Carolina.

(Mr. MIZELL asked and was given permission to revise and extend his remarks.)

The CHAIRMAN. The question is on the amendment offered by the gentleman from Illinois (Mr. DERWINSKI).

The amendment was rejected.

AMENDMENT OFFERED BY MR. DERWINSKI

Mr. DERWINSKI. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. DERWINSKI: On page 46, after line 22, insert a new section to read as follows:

"SEC. 10. Section 225 of the Federal Salary Act of 1967 (81 Stat. 642; Public Law 90-206),

which established the Commission on Executive, Legislative, and Judicial Salaries, is hereby repealed.

(b) Section 216 of such Act (81 Stat. 638; Public Law 90-206) is amended by striking out "and subject to the operation of section 225 of this title."

(c) Section 220(a)(1) of such Act (81 Stat. 639; Public Law 90-206) is amended by striking out "224 (a) and (b), and 225" and inserting in lieu thereof "and 224 (a) and (b)".

(d) Section 220(b)(1) of such Act (81 Stat. 639; Public Law 90-206) is amended by striking out "219, and 225" and inserting in lieu thereof "and 219."

Mr. UDALL (during the reading). Mr. Chairman, I ask unanimous consent that further reading of the amendment be dispensed with, that it be printed in the RECORD, and open to amendment at any point.

The CHAIRMAN. Is there objection to the request of the gentleman from Arizona?

There was no objection.

POINT OF ORDER

Mr. UDALL. Mr. Chairman, I make a point of order against the amendment.

The CHAIRMAN. The gentleman will state his point of order.

Mr. UDALL. Mr. Chairman, the amendment offered by the gentleman from Illinois seeks to amend section 225 of Public Law 90-206. This was the 1967 Salary Act. That Salary Act created a 4-year Commission to make recommendations on legislative, congressional, judicial, and executive salaries. This is an amendment to that act and would abolish that Commission.

There is nothing in this bill now pending before us, the present bill dealing with the Salary Act of 1967, or with the section to which the amendment refers—and the pending bill was very carefully designed so it would not affect that law in any respect whatever—and I suggest that the amendment is not germane and insist upon my point of order.

The CHAIRMAN. Does the gentleman from Illinois wish to be heard on the point of order?

Mr. DERWINSKI. I do, Mr. Chairman.

Mr. Chairman, the gentleman from Arizona is correct when he points out that this amendment would repeal the Commission on Executive, Legislative, and Judicial Salaries. But we had anticipated the point of order and in response to the point of order made by the gentleman from Arizona I cite section 2935, volume 8 of Cannon's Precedents of the House of Representatives:

The rule on germaneness does not necessarily require that an amendment offered as a separate section be germane to the preceding section of the bill or to any other particular section of the bill, but it is sufficient that it is germane to the subject matter of the bill as a whole.

Earlier in this discussion there was a colloquy between the gentleman from Iowa and the gentleman from Arizona in which I understood him to acknowledge the fact that this bill before us was certainly locked into the 1967 Federal Salary Act.

This section I would strike by this amendment was in the 1967 Salary Act.

Further, Mr. Chairman, another point in favor of this precedent is that in the ruling in the first session, 66th Congress by Chairman Simeon D. Fess a point of order was made that an amendment was not germane to the section of the bill which it was proposed to follow. The Chairman ruled as follows:

The Chair stated in the preceding ruling that the rule governing germaneness required that amendments be not only germane to the bill but to the section under consideration. This amendment is offered as a new section and stands not in the same relationship as if it were an amendment to the section. * * * It is not a part of the pending section and does not need to be germane to it, and therefore the Chair overrules the point of order.

And, since I offered an amendment to the Federal Salary Act of 1967, the provisions of this bill clearly relate to this act and this proposed legislation addresses itself to the matter of Federal employees or employees of the House of Representatives, and so forth. I believe that my amendment falls within this context.

I submit, Mr. Chairman, that the amendment is germane and that the point of order be overruled.

Mr. GROSS. Mr. Chairman, may I be heard briefly on the point of order?

The CHAIRMAN. The Chair recognizes the gentleman from Iowa.

Mr. GROSS. Mr. Chairman, I would point out that the gentleman from Arizona himself admitted earlier in the debate this afternoon that the pending bill dovetails into the Legislative, Judicial, and Executive Pay Act.

The CHAIRMAN (Mr. PRICE of Illinois). The Chair is ready to rule.

The amendment offered by the gentleman from Illinois (Mr. DERWINSKI) does seek to establish a new section of the pending bill.

The Chair I point out, however, that the purposes of the bill under consideration are to set up a permanent method of adjusting the pay of Federal employees who are paid under one of the four statutory pay schedules—general schedule, postal field service schedules, Foreign Service schedules, and the schedules relating to physicians, dentists, and nurses in the Department of Medicine and Surgery, the Veterans' Administration, and to the elimination of the long-standing inequity in relation to the pay schedule of postal employees.

The amendment offered by the gentleman from Illinois (Mr. DERWINSKI) repeals section 25 of the Federal Pay Schedule Act relating to the Commission on Executive, Legislative, and Judicial Salaries. That Commission determines salary of Senators, Members of the House, Cabinet officers, Justices, and judges. This particular bill deals with the setting up of a commission that has to do with the regulation of salaries for employees, and does not relate to the Commission established by section 225 of Public Law 90-206.

For these reasons the Chair rules that this amendment is not germane, and therefore sustains the point of order.

AMENDMENT OFFERED BY MR. DERWINSKI

Mr. DERWINSKI. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. DERWINSKI: on page 46 after line 22 insert:

"SPECIAL SALARY RATE RANGES FOR POSTAL FIELD SERVICE EMPLOYEES"

"SEC. 10 (a) Section 5303(a) of title 5, United States Code, is amended by inserting immediately before the semicolon at the end of subparagraph (2) thereof ", except positions in the postal field service which are unique to the service".

"(b) That part of the text of chapter 45 of title 39, United States Code, under the heading "SALARY STEPS AND PROMOTIONS" is amended by adding at the end thereof the following new section:

"§ 3561. Higher minimum rates; Presidential authority

"(a) When the President finds that the pay rates in private enterprise for one or more occupations in one or more areas or locations are so substantially above the rates of basic compensation of those positions in the postal field service which are unique to that service as to handicap significantly the Government's recruitment or retention of well-qualified employees for such positions, he may establish for such positions in the areas or locations higher minimum rates of basic compensation for one or more levels and may make corresponding increases in other step rates of the pay range for each such level. A minimum rate so established may not exceed the maximum rate prescribed by statute for the level. Increases above the maximum rate may be made only to the extent that the minimum rate is increased to an amount greater than the fourth step of the level. For the purposes of this section, the word "level" includes occupational groups and subdivisions of levels and occupational groups.

"(b) Within the limitations of subsection (a) of this section, rates of basic compensation established under that subsection may be revised from time to time by the President.

"(c) An increase in rate of basic compensation established under this section is not an equivalent increase in compensation within the meaning of section 3552 of this title.

"(d) The rate of basic compensation established under this section and received by an individual immediately before a statutory increase, which becomes effective prior to, on, or after the date of enactment of the statute, in the compensation of employees in the postal field service, shall be initially adjusted, effective on the effective date of the statutory increase, under conversion rules prescribed by the President.

"(e) All actions, revisions, and adjustments under this section have the force and effect of statute.

"(f) The President may authorize the Postmaster General to exercise the authority conferred on the President by this section."

"(c) The table of contents of chapter 45 of title 39, United States Code, is amended by inserting

"3561. Higher minimum rates; Presidential authority."

immediately below

"3560. Salary protection."

Mr. UDALL (during the reading). Mr. Chairman, I ask unanimous consent that the further reading of the amendment be dispensed with, that it be printed in the Record in full and be considered as open to amendment at any point.

The CHAIRMAN. Is there objection to the request of the gentleman from Arizona?

There was no objection.

Mr. DERWINSKI. Mr. Chairman, I hope I do not have to use the full 5 minutes. Since I have offered one

amendment that was actually lost in a discussion on Vietnam, and the second amendment which did not stand the test of germaneness, I get to feeling like the Chicago Cubs when they faced the New York Mets this season: I am not too optimistic as to what will happen on my third swing.

However, this amendment would establish a special rate range for postal field service employees. This would permit the Postmaster General to establish in high cost of living areas in large metropolitan centers, an adjustment, an increase in salary to cover the obvious adverse impact of a higher cost of living. It would help to stop the wholesale turnover of personnel in our large metropolitan area post offices.

This would have the effect of giving the Post Office Department long-needed flexibility in personnel handling. It would provide a practical means of inducing and keeping skilled personnel in the large city post offices, and would not discriminate against other post offices across the country, because it would in a positive way take care of the areas where the need is obvious.

It has been discussed sympathetically but without an approving vote in our committee. But I would hope that with the extreme attention the Committee of the Whole is showing this afternoon that this amendment would receive the support which it merits, because it is in the interest of the postal field service employees, and in the interest of the Post Office Department, and it is in the interest of the many users of the Post Office all over America. I would hope to receive favorable support for this amendment.

Mr. UDALL. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, I just want to say I oppose this amendment because it would simply establish an authority that the President already has, the authority to increase starting rates where recruitment is difficult.

The President has now delegated this to the Civil Service Commission. There has been no evidence before our committee that he wants this additional authority or that the Postmaster General wants it; or that it would be used.

This kind of authority has existed for many years and has never been used. I would hope that the amendment would be defeated.

Mr. Chairman, I take this time now to discuss one other thing because apparently we have reached the end of the amending process.

The only amendment which carried today from the other side was one offered by the gentleman from Iowa (Mr. Gross) which was carried on a teller voter of 65 to 51.

It is my intention to ask for a separate vote on that amendment. It needs not necessarily be a separate vote by the yeas and nays if it is the will of the House to do otherwise. But upon further reflection on that amendment, I think it is sufficiently dangerous, unwise, and violates the basic things we are trying to do in this bill that I would urge the members of the committee, when we go back into the House, to defeat this

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amendment either on a division or by tellers or by a rollcall vote if need be.

Let me tell you why. The Federal employees, that most of you are familiar with, and they have been in your office, the great majority have been told that you support their position on this bill—they were always extremely reluctant to give up the right to come to Congress and have the Congress fix their pay.

Finally, this year, after the experience with the semiautomatic 1968-69 pay raise, the union said: "All right, we will give up coming to Congress. We made an arrangement that they considered satisfactory."

But one of the things they got, one of the crucial things in return for giving up the right to have Congress fix their pay, was that once and for all we would end this lag. There is probably not a Member of this Chamber who has not made a speech on how terrible it is to have this lag. We did shorten this lag in the committee down to about 5 or 4 months. That is the shortest we can get it because it takes time to process this survey.

The thing about the Gross amendment which I really did not fully realize at the time he offered it is that it would destroy the premise on which the unions are willing to try this other way and to give up the right to have the Congress have a pay battle every year. We can now be sure that in addition to the minimum 5-month lag that we now have another 5-month lag added to so that under the Gross amendment they will permanently be about 10 or 12 months behind the times in fixing Federal pay.

As I say, I think this is crucial to the employee union. I think the names of those who really favor that much lag on a permanent basis ought to be spread upon the record. I will ask for a separate vote when the Committee rises and goes back into the House.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. UDALL. I yield to the gentleman.

Mr. GROSS. I really did not know that reluctant dragons grew so tall in Arizona.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Illinois (Mr. DERWINSKI).

The amendment was rejected.

Mr. GERALD R. FORD. Mr. Chairman, I move to strike out the last word.

(Mr. GERALD R. FORD asked and was given permission to revise and extend his remarks.)

Mr. GERALD R. FORD. Mr. Chairman, I rise at this time to indicate what the motion to recommit will be.

It will be a straight motion offered by the distinguished gentleman from Iowa (Mr. Gross), a motion to send the bill back to the Committee on Post Office and Civil Service for more comprehensive and consideration than it got in the past, and I would hope for some improved language and substance.

Mr. Chairman, it seems to me this bill ought to be recommitted for several reasons. First, as the gentleman from Arizona indicated, in this legislation Congress is giving up one of the prerogatives it has, which is the setting of salary schedules for Government employees.

Over the years, I have heard speeches from that side of the aisle and I have heard speeches from this side of the aisle that we should keep these prerogatives and the responsibilities we have and not give any of them up. Furthermore, we ought to get back some that we have previously given up.

It seems to me that this legislation goes in just the opposite direction.

Second, this legislation in effect makes the future role of the President meaningless in any pay-increase legislation involving Federal employees.

Third, it seems to me that, as you read the bill, there are obvious discriminations between Federal Civil Service employees and Post Office Department employees.

I heard the figure quoted that 75 percent of the total employees of the Federal Government who will not get a pay increase out of this bill will be discriminated against, while the postal employees, who constitute roughly 25 percent, will be the beneficiary of pay-increase legislation by this act.

This discrimination I do not think can be justified. Furthermore, it is alleged that the bill discriminates within the postal employees themselves.

So when you add up that total package, it seems to me that this bill, because it is inequitable and discriminatory, ought to go back to the committee for further consideration.

Mr. Chairman, I would like to read a letter from the President of the United States, which I think adds another reason why this bill ought to be recommitted to the Committee on Post Office and Civil Service:

DEAR JERRY: I must frankly advise that our critically important national effort to contain inflation is bound to be seriously undercut if the federal employee pay bill now before the House were to become law.

In its present form H.R. 13000 would add approximately \$4.3 billion a year to federal expenditures. It would balloon expenditures in the remainder of this fiscal year by \$1.5 billion.

Spending increases of this magnitude cannot avoid nullifying many of the steps we have recently taken to stabilize the economy.

Less than three months ago, the Congress reflected the nation's determination to control inflation by imposing an expenditure ceiling on the current fiscal year. I gave a commitment at that time to restrict expenditures for this fiscal year to \$192.9 billion. In keeping with this limitation I am cutting federal expenditures for this year by an additional \$3.5 billion. But if H.R. 13000 should become law, additional deep cuts in federal services would have to be made.

The increase which the Post Office Department alone must absorb, for example, would require cut-backs in a variety of services. They would include the elimination of Saturday deliveries and window service for rural, city and suburban areas alike.

Since our total expenditures must be limited, a new round of heavy pay increases for federal employees would be in effect a mandate to reduce, abruptly, the number of federal employees.

The national interest clearly requires reconsideration of H.R. 13000 because of its inflationary impact. Furthermore, it would grant disproportionate benefits to postal employees. These increases should be reexamined in light of another major legislative proposal now before Congress. Improvements

in the condition of the postal worker are long overdue, but they ought to be secured through total reform of the present outmoded, inefficient and costly postal system.

The postal reform I have urged provides for the setting of wage levels for postal employees through collective bargaining. Any major increase in postal worker benefits should be secured through this process, or as part of legislation establishing a government-owned postal corporation which will have the means of operating, ultimately, on a self-sustaining basis.

I solicit your personal leadership in urging the House to recognize that, however appealing H.R. 13000 may appear politically at this moment, the consequences of its enactment would surely generate strong resentments throughout the public far outweighing presently anticipated political gains.

RICHARD NIXON.

Mr. Chairman, obviously from the content of this letter, this legislation as it presently is written is unacceptable. I strongly urge, therefore, that the Members of this body support a straight motion to recommit so that this legislation can go back to the committee on Post Office and Civil Service for reconsideration.

Mr. UDALL. Mr. Chairman, I move to strike the last word.

(Mr. UDALL asked and was given permission to revise and extend his remarks.)

Mr. UDALL. Mr. Chairman, I just want to respond to the distinguished minority leader on the motion to recommit. Let me quickly make two or three points.

Let us make it very clear that a vote for the motion to recommit is a motion to kill this bill—it is a vote to make sure there is no pay raise in this session of Congress, and I think it is a breaking of faith at least on the part of those who have told the Federal employees that the Members are with them.

There were over 200 Members—the gentleman from Montana (Mr. OLSEN) can confirm this—a majority of the House who introduced the bills H.R. 10000 and H.R. 11000 earlier this year. If Members think this bill is a budget buster, they ought to go out and pull out those bills they introduced and see what they would have done to the budget. They provided substantially more, and more quickly.

Those Members who promised the Federal employees they were for those bills or for this bill had better take a good look at the motion to recommit. I am one of those who worked with the Members by and large on postal reform, but, as we have done for so long, we cannot ask postal employees to wait for justice until next year.

It is like the old quip. Someone says "How is your health?" The response is, "Compared to what?" Now on this \$4 or \$5 billion expenditure the minority leader talks about, I would ask, "Compared to what?" In the official report of the administration on pay this year—and we had a hard time getting any report out of them—when it finally came out, the administration agreed we ought to have a pay raise on a comparability formula not in January, but in July of 1970, and another one in January of 1971. This bill provides two pay raises, one in Jan-

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uary 1970, and one in January 1971. What the President proposes is two pay raises—one in July 1970 and one in January 1971. So we are arguing about 6 months.

Let me tell the Members the cost of this bill is an additional \$4 billion, and the cost of the President's proposal which he sent to us is about \$3.5 billion or \$3.9 billion, but just spread out in a little different fashion.

One other thing. If indeed the administration is saying, when they pull the \$4 billion or \$3 billion estimates out of the air, that this is what it will cost, then what we are doing is—if an impartial commission is put together, Mr. Chairman, if we are saying that this commission is going to find it takes \$4 billion to bring employees up to comparability, then we ought to bring our heads in shame, because we have been cheating the employees of it of \$4 billion. We are saying the burden of fighting inflation ought to be on the Federal employee, and not on the banker, not on the steel-worker, and not on the carpenter. But we are saying, if we are going to fight inflation, the people who are going to have to fight it all in will be the Federal employees.

So, Mr. Chairman, I hope the motion to recommit will be soundly defeated.

Mr. CUNNINGHAM. Mr. Chairman, I move to strike the last word.

Mr. Chairman, the gentleman from Arizona, my dear friend, said a motion to recommit would be a vote to kill the bill. I have heard that phrase used for many years. The only reason that it would be killed is if the gentleman and his subcommittee and the full committee failed to have another go-round on this bill, so if the motion to recommit is carried, and the gentleman does not hold additional hearings, then, of course, the bill would be dead. I would be hopeful the gentleman would hold additional hearings.

Mr. UDALL. Mr. Chairman, will the gentleman yield?

Mr. CUNNINGHAM. I yield to the gentleman from Arizona.

Mr. UDALL. The gentleman for the motion to recommit?

Mr. CUNNINGHAM. Yes, I am for the motion to recommit.

Mr. UDALL. I am shocked, because the gentleman is one of the sponsors of H.R. 13000.

Mr. CUNNINGHAM. That was before it was changed from the way it was to what we have before us today.

Mr. DERWINSKI. Mr. Chairman, will the gentleman yield?

Mr. CUNNINGHAM. I yield to the gentleman from Illinois.

Mr. DERWINSKI. There is one point which has to be clarified, if the gentleman from Arizona will bear with me, since he may want to make a retort.

Earlier in the year, when Members were flooded with mail against H.R. 13000, it was not quite the bill presented to us today. If Members will read the minority views the gentleman from Iowa and I prepared, they will note that the bill appeared before our full committee and was sent back to the subcommittee, and was reported back without any real study by that group. At the time it was passed by the full committee, there were

few Members who had the opportunity to study it.

Furthermore, even the Postmaster General did not have an opportunity to testify on such a far-reaching measure.

So this bill in its handling as well as in its content has many dubious factors.

Mr. CUNNINGHAM. I would say this: Although I was a cosponsor of the original bill, the one we have today is not the same bill. It only has the same number.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. CUNNINGHAM. I yield to the gentleman from Iowa.

Mr. GROSS. This bill was ordered by the full committee to be sent back to the subcommittee for further study. It never went back to the subcommittee.

The CHAIRMAN. The question is on the committee amendment, as amended.

The committee amendment, as amended, was agreed to.

The CHAIRMAN. Under the rule, the Committee rises.

Accordingly the Committee rose; and the Speaker having resumed the chair, Mr. PRICE of Illinois, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill (H.R. 13000) to implement the Federal employee pay comparability system, to establish a Federal Employee Salary Commission and a Board of Arbitration, and for other purposes, pursuant to House Resolution 576, he reported the bill back to the House with an amendment adopted by the Committee of the Whole.

The SPEAKER. Under the rule, the previous question is ordered.

Is a separate vote demanded on any amendment to the committee amendment?

Mr. UDALL. Mr. Speaker, I demand a separate vote on the so-called Gross amendment, which begins on page 32, line 14.

The SPEAKER. Is a separate vote demanded on any other amendment to the committee amendment? If not, the Clerk will report the amendment on which a separate vote has been demanded.

The Clerk read as follows:

On page 32, beginning with line 14, strike out all of line 14 and all that follows down through the end of line 7 on page 33 and insert in lieu thereof the following:

"(b)(1) The rates of pay submitted to the Congress as provided in subsection (c)(4) or subsection (g) of this section shall become effective at the beginning of the first pay period which begins on or after the adoption of both Houses of Congress (within the 60 day period following the date on which the rates of pay are submitted to the House of Representatives and the Senate), by the yeas and nays of a concurrent resolution stating in effect that the Senate and House of Representatives approve such rates of pay."

"(2) For the purposes of paragraph (1) of this subsection, in the computation of the 60 day period there shall be excluded the days on which either House is not in session because of adjournment of more than 3 days to a day certain or an adjournment of the Congress sine die. The rates of pay submitted to the Congress shall be delivered to both Houses of the Congress on the same day and shall be delivered to the Clerk of the House of Representatives if the House of

Representatives is not in session and to the Secretary of the Senate if the Senate is not in session."

And, on page 33, line 12, strike out "first day of the year in" and insert in lieu thereof "date on";

And, on page 33, line 22, strike out "first day of the year in" and insert in lieu thereof "date on";

And, on page 38, line 21, strike out "first day of the year in" and insert in lieu thereof "date on".

Mr. UDALL (during the reading). Mr. Speaker, I ask unanimous consent that further reading of the amendment be dispensed with and that it be printed in the RECORD.

The SPEAKER. Is there objection to the request of the gentleman from Arizona?

There was no objection.

The SPEAKER. The question is on the amendment to the committee amendment.

Mr. DERWINSKI. Mr. Speaker, on that I demand the yeas and nays.

The yeas and nays were ordered.

The question was taken; and there were—yeas 191, nays 169, not voting 71, as follows:

[Roll No. 218]

YEAS—191

Abbitt	Fish	O'Neal, Ga.
Abernethy	Flowers	Passman
Adair	Ford, Gerald R.	Pettis
Anderson, Ill.	Foreman	Pickle
Andrews, Ala.	Fountain	Pirnie
Andrews, N. Dak.	Frelinghuysen	Poage
Ashbrook	Fuqua	Poff
Baring	Galifianakis	Price, Tex.
Beall, Md.	Goodling	Rallsback
Belcher	Gross	Randall
Bell, Calif.	Grover	Barick
Bennett	Gubser	Reid, Ill.
Beets	Hagan	Reifel
Bevill	Hall	Rhodes
Blackburn	Hammer-	Riegle
Blanton	schmidt	Roberts
Bow	Hansen, Idaho	Robison
Bray	Harsha	Rogers, Fla.
Brinkley	Harvey	Roth
Broomfield	Hebert	Roudebush
Brotzman	Henderson	Ruppe
Brown, Mich.	Hull	Ruth
Brown, Ohio	Hutchinson	Sandman
Bryohl, N.C.	Ichord	Satterfield
Buchanan	Jarmar	Schadeberg
Burke, Fla.	Johnson, Pa.	Scherle
Burleson, Tex.	Jonas	Schneebell
Bush	Jones, N.C.	Schwengel
Byrnes, Wis.	Jones, Tenn.	Scott
Cabell	Keith	Sebellus
Caffery	King	Sriver
Carter	Kleppe	Sikes
Casey	Kuykendall	Skubitz
Chamberlain	Kyl	Smith, Calif.
Chappell	Landgrebe	Springer
Clancy	Landrum	Stafford
Clausen,	Langen	Stanton
Don H.	Latta	Steiger, Ariz.
Clawson, Del.	Lennon	Steiger, Wis.
Cleveland	Long, La.	Stephens
Colmer	Lukens	Stratton
Connable	McClory	Taft
Corbett	McClure	Talcott
Coughlin	McCulloch	Teague, Calif.
Cowger	McDonald,	Teague, Tex.
Cramer	Mich.	Thomson, Wis.
Cunningham	McEwen	Utt
Daniel, Va.	MacGregor	Vander Jagt
Davis, Ga.	Mahon	Waggonner
Davis, Wis.	Mailiard	Watkins
Dellenback	Mann	Watson
Denney	Marsh	Weicker
Dennis	Mathias	Whitehurst
Derwinski	Mayne	Whitten
Dickinson	Meskil	Widnall
Dorn	Michel	Williams
Dowdy	Miller, Ohio	Wilson, Bob
Downing	Minshall	Winn
Duncan	Mize	Wyatt
Dwyer	Mizzell	Wydler
Edwards, Ala.	Montgomery	Zion
Erlenborn	Morton	Zwach
Fisch	Mosher	
Evans, Tenn.	Myers	
	Nichols	

ANSWERED "PRESENT"—1

NOT VOTING—68

Adams Henderson McCloskey
 Arends Edwards, Calif. McKneally
 Aspinwall Fallon McMillan
 Ayres Esteban Martin
 Berry H. cell May
 Bingham Flyley Meeds
 Brooks Fisher Nelsen
 Brown, Calif. Flint O'Konski
 Burton, Calif. Fly Patman
 Burton, Utah G. t. Pollock
 Cahill Green, Oreg. Powell
 Camp G. min Quie
 Cederberg H. ey Rivers
 Chisholm Hastings Rodino
 Cohean H. a. Rooney, Pa.
 Collier H. ifield Roybal
 Collins H. mer Saylor
 Daddario Hunt Steed
 Davis, Ga. K. wan Taylor
 Dawson K. os Tunney
 Devine L. scomb Whalley
 Dingell L. v. Wold
 Eckhardt L. an

So the motion to recommit was rejected.

The Clerk announced the following pairs:

On this vote

Mr. Martin for with Mr. Hunt against.
 Mr. McCloskey for, with Mr. McKneally against.

Mr. Arends for with Mr. Pollock against.

Mr. Nelsen for with Mr. Cahill against.

Until further notice:

Mr. Hays with Mr. Ayres.
 Mr. Aspinwall with Mr. Berry.
 Mr. Brooks with Mr. Camp.
 Mr. Rodino with Mr. Burton of Utah.
 Mr. Kyros with Mr. Collins.
 Mr. Holifield with Mr. Cederberg.
 Mr. Daddario with Mr. Collier.
 Mr. Dingell with Mr. Devine
 Mr. Rooney of Pennsylvania with Mr. Findley.

Mr. Taylor with Mr. Frey.
 Mr. Patman with Mr. Hastings.
 Mr. Griffin with Mr. Lloyd.
 Mrs. Green of Oregon with Mr. Hosmer.
 Mr. Farbstein with Mr. Lujan.
 Mr. Edmondson with Mr. Lipscomb.
 Mr. Fallon with Mrs. May.
 Mr. Kirwan with Mr. Saylor.
 Mr. Fascell with Mr. Whalley.
 Mr. Tunney with Mr. Wold.
 Mr. Adams with O'Konski.
 Mr. Gettys with Mr. Eckhardt.
 Mr. Burton of California with Mrs. Chisholm.
 Mr. Meeds with Mr. Davis of Georgia.
 Mr. Cohean with Mr. Haley.
 Mr. Steed with Mr. Roybal.
 Mr. Flynt with Mr. Edwards of California.
 Mr. Bingham with Mr. Powell.
 Mr. Rivers with Mr. Fisher.
 Mr. McMillan with Mr. Brown of California.

Mr. PASSMAN and Mr. MIZE changed their votes from "yea" to "nay."

Mr. MAILLARD. Mr. Speaker, I have a live pair with the gentleman from California (Mr. BURTON). If he had been present he would have voted "nay." I voted "yea." I withdraw my vote and vote "present."

The result of the vote was announced as above recorded.

The SPEAKER. The question is on the passage of the bill.

Mr. GERALD R. FORD. Mr. Speaker, on that I demand the yeas and nays.

The yeas and nays were ordered.

The question was taken; and there were—yeas 31, nays 51, answered "present" 1, not voting 68, as follows:

[Roll No. 220]
YEAS—311

Adair Fuqua Moss Whitehurst Wolff Yatron
 Addabbo Galvanakis Murphy, Ill. Widnall Wright Young
 Albert Gallagher Murphy, N.Y. Wiggins Wyatt Zablocki
 Alexander Garmatz Myers Williams Wydler Zion
 Anderson, Calif. Gaydos Natcher Wilson Wyman Zwach
 Calif. Giamo Nedzi Winn Yates
 Calif. Gibbons Nichols
 Tenn. Gilbert Nix
 Annunzio Gray Olsen Charles H. H. Whitehurst
 Annunzio Gray Olsen Charles H. H. Whitehurst
 Calif. Ashley Green, Pa. O'Neal, Ga. Wolff Young
 Calif. Baring Griffiths O'Neill, Mass. Widnall Zablocki
 Calif. Belcher Gude Patten Scherle
 Bell, Calif. Gagan Halpern Pepper Schneebeli
 Bell, Calif. Bennett Betts Hamilton Perkins Sebelius
 Bell, Calif. Bevill Hammer Fettis Philbin Smith, Calif.
 Biaggi Biester Hanley Pike Kleppe
 Blackburn Blanton Hanna Pirnie Mahon Springer
 Blanton Hansen, Idaho Podell
 Blatnik Hansen, Wash. Prever, N.C. Mahon Taft
 Boggs Harrington Price, Ill. Thomson, Wis.
 Boland Harsha Price, Tex. Byrnes, Wis. Whitten
 Bolling Harvey Pryor, Ark. Cunningham Wilson, Bob
 Bow Hathaway Pucinski
 Brademas Hawkins Purcell Quillen
 Brasco Hebert Randall Rees
 Brinkley Heckler, W. Va. Hecker, Mass. Reid, Ill. Farbstein
 Brock Heckscher, Mass. Heckscher, Mass. Reid, Ill. Fascell
 Broomfield Heilstoski Hicks Reid, N.Y. Findley
 Brotzman Henderson Hecht, W. Va. Railback
 Brown, Mich. Hecht, W. Va. Hecht, W. Va. Findley
 Brophy, N.C. Hogan Reifel
 Brophy, Va. Horton Reus
 Burke, Fla. Howard Riegle
 Burke, Mass. Hull Roberts
 Burlison, Mo. Hunzate Robison
 Bush Hutchinson Rogers, Colo. Rogers, Colo. May
 Button Ichord Jacobs Rooney, N.Y. Price, Tex.
 Byrne, Pa. Cabell Johnson, Calif. Rooney, Pa. Buchanan
 Caffery Jones, Ala. Johnson, Pa. Rooney, Pa. Burleson, Tex.
 Carey Jones, N.C. Jones, Tenn. Rosenthal
 Carter Jones, Tenn. Rostenkowski
 Casey Karp Rudebush
 Celler Kastenmeier Ruth
 Chamberlain Chappell Kazen St Germain
 Clancy Kee St. Onge
 Clark King Sandman
 Clausen, Don H. Kluczynski Satterfield
 Clawson, Del Koch Schadeberg
 Clay Landrum Scheuer
 Cleveland Conte Latta Schengel
 Conyers Leggett Scott
 Corbett Lennon Shipey
 Corman Long, La. Long, Md. Shriver
 Coughlin Culver Lowenstein Slack
 Daniel, Va. Daniels, N.J. McCarthy Smith, Iowa
 de la Garza McClory Smith, N.Y.
 Delaney McClure Stafford
 Dellenback McCulloch Staggers
 Dennev McDade Stanton
 Dent McDonald Stephens
 Diggs Mich. Stokes
 Donohue McEwen Stratton
 Dowdy McFall Stubblefield
 Downing Macdonald. Stuckey
 Dulski MacGregor Sullivan
 Duncan Madden Talcott
 Dwyer Mailliard Teague, Calif.
 Edwards, Ala. Mann Teague, Tex.
 Edwards, La. Mathias Thompson, Ga.
 Fillberg Matsunaga Thompson, N.J.
 Esch Melcher Tiernan
 Eshleman Meskill Udall
 Evans, Colo. Mikva Ullman
 Evins, Tenn. Miller, Calif. Ut
 Felzhan Miller, Ohio Vander Jagt
 Fish Mills Vanik
 Flood Minish Vitorito
 Flowers Mink Waggoner
 Foley Minshall Waldie
 Ford, William D. Mizell Wampler
 Foreman Molohan Watkins
 Fountain Monsan Watson
 Fraser Moorhead Watts
 Friedel Morgan Woicker
 Fulton, Pa. Morse Whalen
 Fulton, Tenn. Mosher White

Whitehurst Wolff Yatron
 Widnall Wright Young
 Wiggins Wyatt Zablocki
 Williams Wydler Zion
 Wilson Wyman Zwach
 Winn Yates
 NAYS—51

Abbitt Dickinson Pickle
 Abernethy Erienborn Poff
 Anderson, Ill. Anderson, Ill. Ford, Gerald R. Rarick
 Andrews, Ala. Andrews, Ala. Frelinghuysen Rhodes
 Ashbrook Gross Roth
 Bray Hall Scherle
 Brown, Ohio Jarman Schneebeli
 Buchanan Jonas Sebelius
 Burleson, Tex. Keith Smith, Calif.
 Byrnes, Wis. Kleppe Steiger, Ariz.
 Colmer Conable Landgrebe Steiger, Wis.
 Cowger Mahon Taft
 Cramer Marsh Thomson, Wis.
 Cunningham Mayne Whitten
 Davis, Wis. Michel Wilson, Bob
 Dennis Montgomery Morton
 Derwinski

ANSWERED "PRESENT"—1
Paige

NOT VOTING—68

Adams Edmondson Lujan
 Arends Edwards, Calif. McCloskey
 Aspinwall Fallon McKneally
 Ayres Farbstein Martin
 Berry Fascell Meeds
 Bingham Findley O'Konski
 Brooks Fisher Reifel
 Brown, Calif. Flynt
 Burton, Calif. Frey
 Burton, Utah Gettys
 Cahill Goodling Patman
 Camp Green, Oreg. Powell
 Cederberg Griffin Quie
 Chisholm Haley Rivers
 Cohean Hastings Rodino
 Collier Hays Roybal
 Collins Hollifield Saylor
 Daddario Hosmer Steed
 Davis, Ga. Hunt Taylor
 Dawson Kirwan Tunney
 Devine Kyros Whalley
 Dingell Lipscomb Wold
 Eckhardt Lloyd

So the bill was passed.

The Clerk announced the following pairs:

On this vote:

Mr. Hunt for, with Mr. Martin against.
 Mr. Ayres for, with Mr. Arends against.

Until further notice:

Mr. Hays with Mr. Pollock.
 Mr. Aspinwall with Mr. Berry.
 Mr. Brooks with Mr. Devine.
 Mr. Rodino with Mr. Cederberg.
 Mr. Kyros with Mr. O'Konski.
 Mr. Holifield with Mr. Burton of Utah.
 Mr. Daddario with Mr. McKneally.
 Mr. Dingell with Mr. Collier.
 Mr. Brown of California with Mr. Dawson.
 Mr. Taylor with Mr. Collins.
 Mr. Patman with Mr. Camp.
 Mr. Griffin with Mr. Lloyd.
 Mrs. Green of Oregon with Mrs. May.
 Mr. Farbstein with Mr. Findley.
 Mr. Edmondson with Mr. Lujan.
 Mr. Fallon with Mr. Cahill.
 Mr. Kirwan with Mr. Hastings.
 Mr. Fascell with Mr. Frey.
 Mr. Tunney with Mr. Hosmer.
 Mr. Adams with Mr. McCloskey.
 Mr. Gettys with Mr. Goodling.
 Mr. Burton of California with Mrs. Chisholm.

Mr. Meeds with Mr. Nelsen.
 Mr. Cohean with Mr. Lipscomb.
 Mr. Steed with Mr. Quie.
 Mr. Flynt with Mr. Whalley.
 Mr. Bingham with Mr. Wold.
 Mr. Rivers with Mr. Saylor.
 Mr. McMillan with Mr. Roybal.
 Mr. Haley with Mr. Eckhardt.
 Mr. Edwards of California with Mr. Powell.
 Mr. Davis of Georgia with Mr. Fisher.

October 14, 1969

CONGRESSIONAL RECORD — HOUSE

H 9495

Mr. POAGE. Mr. Speaker, I have a live pair with the gentleman from Texas (Mr. ECKHARDT). If the gentleman from Texas (Mr. ECKHARDT) had been present, he would have voted "yea." I voted "nay" in accordance with my convictions. Therefore, I withdraw my vote and vote "present."

The result of the vote was announced as above recorded.

A motion to reconsider was laid on the table.

GENERAL LEAVE

Mr. UDALL. Mr. Speaker, I ask unanimous consent that all Members may have 5 legislative days to extend their remarks on the bill, H.R. 13000, and include extraneous matter during debate on the bill.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

AUTHORIZING CLERK TO MAKE CORRECTIONS IN ENGROSSMENT OF H.R. 13000

Mr. UDALL. Mr. Speaker, I ask unanimous consent that the Clerk, in the engrossment of the bill, be authorized and directed to make such changes in section numbers, cross-references, and other technical and conforming corrections as may be required to reflect the actions of the House.

The SPEAKER. Without objection, it is so ordered,

There was no objection.

FURTHER MESSAGE FROM THE SENATE

A further message from the Senate by Mr. Arrington, one of its clerks announced that the Senate disagrees to the amendment of the House to the bill (S. 2276) entitled "An act to extend for 1 year the authorization for research relating to fuels and vehicles under the provisions of the Clean Air Act," requests a conference with the House on the disagreeing votes of the two Houses thereon, and appoints Mr. MUSKIE, Mr. RANDOLPH, Mr. BAYH, Mr. MONTOYA, Mr. BOGGS, Mr. COOPER, and Mr. DOLE to be the conferees on the part of the Senate.

The message also announced that the Senate had passed a joint resolution of the following title, in which the concurrence of the House is requested:

S.J. Res. 150. Joint resolution to authorize the President to designate the period beginning October 12, 1969, and ending October 18, 1969, as "National Industrial Hygiene Week."

NATIONAL INDUSTRIAL HYGIENE WEEK

Mr. ROGERS of Colorado. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the Senate joint resolution (S.J. Res. 150) to authorize the President to designate the period beginning October 12, 1969, and ending October 18, 1969, as "National Industrial Hygiene Week" and ask for immediate consideration of the Senate joint resolution.

The Clerk read the title of the Senate joint resolution.

The SPEAKER. Is there objection to the request of the gentleman from Colorado?

There was no objection.

The Clerk read the Senate joint resolution as follows:

S.J. RES. 150

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That, in recognition of the need to preserve the Nation's primary natural resource—its employed population—and in recognition of those individuals and organizations seeking to protect and improve the health of the Nation's work force through the coordinated scientific measures, technological and engineering controls which characterize industrial hygiene, the President is authorized and requested to issue a proclamation designating the period beginning October 12, 1969, and ending October 18, 1969, as "National Industrial Hygiene Week," and calling upon the people of the United States and interested groups and organizations to observe such week with appropriate ceremonies and activities.

The Senate joint resolution was ordered to be read a third time, was read the third time, and passed.

A motion to reconsider was laid on the table.

GENERAL LEAVE TO EXTEND

Mr. ROGERS of Colorado. Mr. Speaker, I ask unanimous consent that all Members may have 5 legislative days in which to extend their remarks on the Senate joint resolution just passed.

The SPEAKER. Is there objection to the request of the gentleman from Colorado?

There was no objection.

THREE O'CLOCK IN THE MORNING— VIETNAM

(Mr. WALDIE asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. WALDIE. Mr. Speaker, I am also one of those who requested 1 hour on special orders today to express my disapproval of our present Vietnam policy. I also am in support of the October 15 moratorium. I want to stress that I do not hold any brief that my views will offer much contribution to this problem, or that the President will pay much attention to my views. But I do think that I should have the right to express them. Perhaps a measure of that right and, if you will, a measure of the esteem with which my colleagues hold me is that I am assigned time to deliver my remarks for 3 o'clock this morning, if all goes well, to express my views to those who might be present. Those views probably are not significant and I think tremendously important. But it would be tremendously significant and I think tremendously important if I were denied the right to deliver those views to this particular body, and the dissemination of those views to the public through this forum.

I would expect that deprival of this right of those who desire to express our views would be interpreted by many as indicating a belief and a fear that crit-

icism of administration policy cannot be tolerated in the greatest legislative body of the land.

I am particularly puzzled by a seeming inconsistency in the remarks of many relative to the impact of my views, and those who possess similar views, on Hanoi's leaders. Our President has told us he will not be persuaded "in the slightest" by our expressions on October 15. Am I to believe that Hanoi's leaders will be more responsive to my views than will my own President? I doubt it. But then I doubt that the President was accurate when he said he would not be influenced by American opinion. He will be—he should be—and he must be.

Mr. Speaker, vituperation and excesses in emotion that callously designate Americans who are desperately tired of the Vietnam tragedy as "Hanoi sympathizers" detract greatly from this debate. I venture to say that those who today have so intemperately maligned their colleagues and their fellow Americans are simply and sorrowfully unaware of the depth of their constituency's anger and dismay with Vietnam.

I would suggest that on October 16 they review the activities of October 15 and I am certain they, along with our President, will have been the witness to the peculiar magnificence of a free government and to the ability of a free citizenry to express disapproval with its leader's policies.

Their efforts to castigate manifestation of that disapproval with vague accusations of lack of patriotism or loyalty have only served to intensify those efforts and have only served to display their own insensitivities to the procedures by which a free people make their will known to their Representatives and to their President.

ECONOMIC PROGRESS AND THE FORGOTTEN AMERICAN

(Mr. ANDERSON of California asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. ANDERSON of California. Mr. Speaker, unemployment in our Nation has risen to 4 percent. This is the largest rise in unemployment in 9 years. The Nixon administration, in the words of Secretary of the Treasury Kennedy, believes that unemployment will go even higher. What amazes me is that they apparently believe that an increasing unemployment rate is good—that it is "economic progress."

I would remind Mr. Nixon that these statistics represent people unemployed and I would call such a policy heartless.

During the presidential campaign, President Nixon frequently alluded to a "forgotten American." I might ask: Who is this mystical person? Is he the one who is taking the brunt of the administration's so-called economic progress? Is he the guy who was just laid off? Or perhaps he is the person who will be hit the hardest by the administration's proposed policy on taxes?

Is the "forgotten American"—the person with a small fixed income who is being affected most by inflation or the one

taking it on the chin from excessively high interest rates?

Perhaps he is the person who knows that the administration's proposed increase in social security benefits is too little and too late.

If this is the "forgotten American," then it appears to me that the administration's policy forecloses, without question, opportunity for those who need it the most. Yes, the "forgotten American" appears to have been really forgotten only 9 months after he was induced to vote for the man who said he was going to remember the "forgotten American."

Does the administration realize the effects of this so called "economic progress" on the individual as well as the Nation? There are approximately 3.2 million Americans who are out of work. It is going to be extremely difficult to convince these "forgotten Americans" that such a policy could be labeled by anyone as "economic progress." If a man cannot get a job, if he has been laid off, if he is underemployed, he is not going to be pleased with Secretary Kennedy's assertion that a 4-percent rate of unemployment is "acceptable." Surely it is not "progress" when nearly 3.2 million people are jobless.

Does the administration realize the effects of this heartless scheme on the wives and children of the jobless?

Does the administration realize the effects of this negative policy on the business and industry that are forced to curtail production?

Does the administration realize the effects it will have on the community? If a man does not have an income he is certainly an economic burden to the community. The gas station owner, the grocer, the local banker, the farmer, the people who deal in services—all are affected by unemployment. All must agree that a real economic progress does not go hand in hand with unemployment.

Does the administration realize the effects that this economic downturn will have on the local and State government? When men are unemployed, welfare rolls are increased. It seems to me that it is "economic progress" when we have more people employed and less people dependent on welfare checks.

If an intolerable level of unemployment, together with continuing high prices and interest rates, is "acceptable," then I do not believe the "forgotten American" can stand much more of this kind of "economic progress."

PUTTING KOREA'S PRESIDENTIAL POLITICS IN PRAGMATIC PROSPECTIVE

(Mr. HANNA asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. HANNA. Mr. Speaker, in recent weeks our popular press has been critical of the events which have surrounded South Korea's President Park's bid for a third term. It has been charged that the ruling Democratic-Republican Party flaunted democratic processes in clearing the way for a national referendum on the provision to amend the Constitu-

tion to allow a candidate to seek a third term. It has been implied that President Park's quest for the third term is animated by a drive for personal power and standing. I think it is well that we who know Korea, its leaders and its problems, pause to address ourselves to these indictments before the referendum on October 17. It was for this reason that I requested this time, I invite my colleagues on both sides of the aisle to contribute their comments on this issue.

It would be unthinkable for us to endeavor to influence the outcome of the national referendum. This is an issue for the people of the Republic of Korea. However, as Korea's longtime friend and ally it is both appropriate and necessary that those in our Government endeavor to understand what is happening in Korea and why it is happening. The understanding of which I speak is, in my judgment, best born of an analysis of the history of other similarly situated nations. What is Korea's current condition? The Republic of Korea has, at best, a tenuous political, economic, and defense posture. On the political front, we note that the Republic has existed less than a decade. The country and its people have little experience in self-government and no tradition of strong democratic institutions. In addition, the country has not existed long enough to develop a large number of individuals experienced in the art and science of governance. The old nostrum that "you can beat somebody with nobody" is clearly applicable to the current situation. Even those who contend that President Park should not be allowed to succeed himself are hard pressed to suggest a suitable alternative.

Korea has undergone an economic transformation in the last 20 years. It is experiencing an enviable rate of economic growth. The man on the street is well fed, and well clothed. All this economic progress has been achieved in scarcely a score of years. The glowing record of recent progress and the rapid rate of growth should not obscure the fundamental fact that Korea's economy is still in its infancy. The nation is plagued by problems endemic to developing countries. There is a glaring shortage of development capital; skilled management and technical expertise remain a scarce commodity; agricultural self-sufficiency is problematic; the infrastructure essential to true nationhood is still developing, and the gulf between rich and poor is still vast. These facts are neutral. They state a simple truth; Korea—for all its progress—is only nearing its economic "takeoff" point. It is just now approaching the point at which it can truly say it can meet its internal needs and enter the world market as an effective competitor.

The security of the Republic of Korea is a source of constant concern. Forty miles from the capital of Seoul, the armies of North and South Korea face each other. Rarely does a day pass when there is not an act of hostility at the demilitarized zone or an attempt by the North to infiltrate by the sea. This situation has required that the country remain constantly mobilized. Korea has one of the largest standing armies in

the world. Per capita, it and its adversary in the north probably have more men under arms than any other country in the world. Truly it can be said that Korea's political, economic, and defense situation is highly volatile.

A pragmatic prospective of Korea's presidential politics must encompass an analysis of history. The parallels between the Korea of today and the United States of 1940 are inescapable. In 1940 our Nation was teetering on the brink of war and we were just emerging from a depression which had shaken our economy to its very roots. At that juncture, the American people were faced with deciding whether to shatter a 150-year tradition and allow President Roosevelt to seek a third term. A review of the popular press reveals that the central issue which concerns Koreans today was much the same as that in the minds of Americans during the dark days of 1940. There was, in the United States of 1940, a grave concern over the consequences of any change in national leadership. The New Republic of July 22, 1940, said:

The conflict (in the world) is one of ideas, of economic power, of resolution and elan . . . It is a question of being ready for drastic changes and supreme effort, of fertilizing the imagination and intelligence with a deep seated cause and a destiny.

This article and many others appearing during the year 1940 suggested that only President Roosevelt could supply the leadership needed.

In the twoscore years since the Second World War, we have witnessed a number of Western democracies maintain a single national figure as their leader. The West Germans saw in Conrad Adenauer the leader they needed to rebuild their broken nation. For this reason, they perpetuated his control for several years. The British turned to Winston Churchill—who dominated their political scene for virtually 2 decades—to provide the charisma required to restore England to the glory of old. "Le Grande Charles" became a legend in his own time while serving as the President or popularly elected "king" of France. In short, the people of four advanced Western Nations have, in the span of our recollection, chosen to put their trust in a single man to lead them in times of tension and travail. In each of these nations the decision to perpetuate the leadership of a single man was subjected to sharp criticism. The Saturday Evening Post of October 26, 1940, castigated the events preceding Roosevelt's nomination for a third term in an article entitled "How to Rig an Election." It said America was adopting a "democratic process."

Much has been written about the midnight session of Korea's National Assembly which cleared the way for the popular vote on a third term. I very much doubt whether the maneuvering which has led to Korea's referendum on the third term was any more carefully contrived and efficiently orchestrated than the nomination of F. D. R. to a third term. One need only recall the reports of Thomas G. Garry, whipping the delegates into a fever pitch of support for Roosevelt with ringing cries of "We

The Federal Diary

Senate Debate Scheduled

**By Willard Clopton Jr.,
and Mike Causey**

Senate leaders tentatively have set Sept. 29 as the day for debate, and approval, of the liberalized retirement package by Sen. Gale McGee (D-Wyo.).

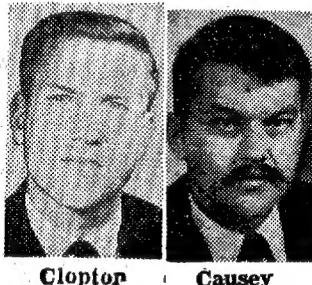
The measure being watched by would-be retirees would boost their monthly annuity checks considerably and would give them service credit for unused sick leave upon retirement.

Backers of the McGee plan which is more generous than the House-passed legislation by Rep. Dominick V. Daniels (D-N.J.), expect the bill will have smooth sailing after a bit of surgery is performed on it. They expect to cut out an amendment that would exempt the first \$3,000 of annuity payments from federal income taxes.

Assuming the bill clears the Senate, it could either be sent to a conference with a select group of House members—or be sent directly to the House for a vote.

House members could demand a conference because they don't like an amendment by Sen. Hiram Fong (R-Hawaii) that would raise their retirement contributions from 7.5 per cent to 8 per cent of gross salary. Both the Senate and House bills would raise the contribution rate for white collar and postal employees from 6.5 per cent to 7 per cent effective Jan. 1. The government would match those contributions, to pump additional money into the civil service retirement fund now paying benefits to 900,000.

Thousands of employees have delayed retirement be-



Clopton

Causey

cause of the advantages of leaving under the Daniels-McGee formula. Most important to them is the feature that would allow workers to compute their annuities based on the highest three years (instead of five years) average salary.

Another provision that would boost retirement checks is the credit upon retirement of unused sick leave as service time. That wouldn't permit employees to leave any earlier (if for instance they had a year's unused sick leave) but it would credit them with an extra year of federal service.

Some House members (Rep. H. R. Gross of Iowa, for example) could cause troubles for the bill over the increased retirement contributions for congressmen. At the request of Gross, the Civil Service Commission reported that in order to pay for additional benefits they would get, members of Congress should pay 12.5 per cent of their gross salary into the CS fund.

But the contribution rate of 500-plus members of Congress—whether it is 8 per cent or 12.5 per cent—would have little over-all effect on the fund if a $\frac{1}{2}$ per cent increase were taken out of the pay checks of

At any rate, back they can get the President by m^Y They expect Mr. Nixon to reluctantly. Although he opposes the liberal this time, he believes the serious condition of the system requires the contribution rate.

Vietnam Veterans
We've had several people interested in government programs, get 333 4-hour for Vietnam veterans. They've complained to federal personnel who have drawn a com

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OFFICIAL ROUTING SLIP

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ACTION	DIRECT REPLY	PREPARE REPLY	
APPROVAL	DISPATCH	RECOMMENDATION	
COMMENT	FILE	RETURN	
CONCURRENCE	INFORMATION	SIGNATURE	

Remarks:

In followup of your call Thursday morning, we have checked and found out that H.R. 524 was not favorably acted upon by the House of Representatives. Rather, its provisions were incorporated as section 7 in H.R. 13000 (see page 22, line 9) which passed the House on 14 October. We will follow this bill for you and report action as it develops in the Senate. As you are aware, the bill in which the section is incorporated is somewhat controversial and in general has not been supported by the Administration.

FOLD HERE		
FROM: NAME, ADDRESS AND PHONE NO.		DATE
OLC	7D35	<i>9 Oct 68</i>
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